

# Law Enforcement News

Vol. XX, No. 409

A publication of John Jay College of Criminal Justice/CUNY

October 15, 1994

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## The crest of a new trend? County extols virtues of police as school resource officers

By Jacob R. Clark  
(Second of two articles.)

A violence-reduction program in North Carolina that places police officers in public schools to act as mentors and teachers — as well as law enforcers — will become a broader trend in the near future, as concern about youth violence increases, officials close to the project predict.

"This is community policing for the 21st century; this is the way to go," asserted James Klopovic, a policy analyst for the Governor's Crime Commission, which is monitoring the Robeson County School Outreach Program.

"We have found that if you attack crime entirely 'downstream' — as in the 911 model — nothing changes," Klopovic said. "While that will continue to happen, the art of policing in the 21st century will be the art of dividing resources as best as possible so police can do 'upstream' prevention work, as well as 'downstream' intervention."

A multijurisdictional task force that guides the

Robeson County effort chooses the school resource officers who will be exclusively assigned to local schools, where their duties include preventing violence, addressing related issues and creating positive bonds with students. School resource officers are expected to work in concert with other agencies serving the needs of juveniles, including courts, schools, social services and other law enforcement agencies.

Now in its second year, the Robeson County program has already shown signs of promise in reducing school violence and making schools safer places in which to learn, according to police officials, school administrators and even students. [See LEN, Sept. 30, 1994.]

Klopovic said preliminary findings of an evaluation of the SRO intervention model now underway suggests that the approach contributes significantly to reduced break-ins and burglaries, reduced school detention time, lower training school admissions and fewer incidents of school violence.

The Governor's Crime Commission is putting

together a manual, due in January, that will help other communities design effective SRO programs and is also compiling a management information system geared to evaluating efforts. Even the U.S. Bureau of Justice Assistance is interested, having asked the commission to present a national presentation on the Robeson County program, Klopovic added.

Dr. Anthony Parker, principal of the 1,500-student Lamberton Senior High School in Robeson County, cautioned that the program is not a "cure-all" for the causes of school violence.

"You have to have an administrator who takes a firm line against violence in the schools, and he's got to have support in the form of the school resource officer," Parker said. "It's got to be a joint, cooperative effort, and if you don't get that, you're not going to be successful."

Others interviewed by LEN also pointed to the importance of cooperation between officials and agencies before a program like that in Robeson County can be effective. Once cooperation is

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## Dissecting the crime bill: new era for law enforcement & higher education

President Clinton on Sept. 13 signed the Violent Crime Control and Law Enforcement Act of 1994, arguably the most comprehensive Federal crime legislation since the Omnibus Crime Control and Safe Streets Act of 1968. The signing marked an end to a long, arduous battle to draft and approve the current legislation and provided the President with a welcome political victory.

Lawmakers from both parties haggled over the legislation's various provisions for years, and just days before its passage in August, the bill seemed doomed to an 11th-hour defeat, endangered by political maneuvering and "get tough on crime" grandstanding.

The \$30-billion bill, which has already been funded in part by Congress, includes \$10.8 billion for state and local law enforcement, including \$8.8 billion for subsidies to help hire up to 100,000 new police officers. It also authorizes \$6.9 million for crime-prevention programs — branded as social-spending "pork" by

Republicans and other opponents — \$9.9 billion for prison, and \$2.6 billion for Federal law enforcement programs. It also bans 19 assault-style weapons, ending a six-year effort to legislate a Federal ban on the firearms.

But the 412-page crime bill is much more than even that. In a series of articles that will appear from time to time, Law Enforcement News will present a section-by-section examination of different parts of the crime bill that are of major importance to the nation's law enforcement officers. In this issue, we talk to experts in law enforcement education about the Police Corps and in-service scholarships provided for in the legislation.

[The Justice Department has established a Citizen Response Center to field specific inquiries about the crime bill. For more information about crime bill provisions, call toll free at 800-421-6770. In the Washington area, dial 202-307-1480.]

specifics of the two programs.]

Educators contacted by LEN who reviewed the final bill say legislators appear to have done their homework as they put together the details of the educational programs. That effort, they suggest, should help the new programs avoid the pitfalls that sometimes

hobbled the work of the Law Enforcement Assistance Administration, the agency that oversaw LEEP and which eventually broke up to become the National Institute of Justice, the Bureau of Justice Assistance and other now-familiar Justice Department programs.

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## NYPD 'friendly-fire' shooting raises questions, few answers

An undercover New York City Transit police officer who was critically wounded by another officer in subway station shootout said recently that he remembers being shot twice in the back as he lay on the subway platform. What he does not recall, he said, is forgiving the officer during a highly publicized bedside meeting between the two just days after the shooting.

At a press conference last month, Officer Desmond Robinson offered his chilling account of what he remembers about the Aug. 22 racially charged "friendly fire" shooting. The incident, which occurred as plainclothes city and transit officers converged on the Manhattan subway station to pursue two armed youths, has raised new questions

about the safety of black undercover officers because Robinson, an eight-year police veteran, is black and the officer who shot him, Peter Del-Debbio, a six-year veteran, is a white man of Puerto Rican and Italian descent.

Black officers have long claimed they are subject to greater danger in undercover assignments because they are often perceived as criminal suspects by other officers unaware of their plainclothes status. A case in point, they say, was the near-fatal shooting in November 1992 of a black plainclothes officer by two white officers from the New York Police Department's anti-crime unit — a case with eerie parallels to the subway station shooting. [See LEN, Dec. 15, 1992.]

The 1992 shooting resulted in new training designed to address "the issue of minority officers and the additional risks [they] take when working in plainclothes or when taking police action when off duty," said Transit Police spokesman Albert O'Leary. "And obviously there are times when minority officers might be targeted by other officers, including other minority officers, as suspects or perpetrators."

The latest friendly-fire shooting has been further complicated by the differing accounts provided by both officers, as well as by others at the scene.

The Manhattan District Attorney's Office is investigating the incident and is expected to present its findings to a

Continued on Page 6

## What They Are Saying:

"We need to reinstate some excitement in the field, and this will probably do that. . . . If they appropriate any funding near what is authorized, these should be some very interesting times."

— J. Price Foster, professor of justice administration at the University of Louisville and former Justice Department official, on the educational components of the new crime bill. (7:1)

# Around the Nation

## Northeast



**CONNECTICUT** — Todd Vachon, a Colchester police informant, claimed last month that Officers James Nardella and Charles Thomas offered him \$10,000 to make "disappear" a man who had accused the two of brutality. The officers deny the allegation.

**DELAWARE** — State police last month seized 48 marijuana plants found on a farm owned by the University of Delaware. No charges have been filed for growing the plants.

**DISTRICT OF COLUMBIA** — In response to a complaint by the Hispanic Police Association, the U.S. Justice Department is investigating the Metropolitan Police Department for alleged bias in hiring and promotion.

**MAINE** — Three Maine State Prison inmates were transferred to a "super-max" lockup in August after guards learned of a plan to place a bomb in one guards' station and use another to blow a hole through the prison roof.

**MASSACHUSETTS** — State Trooper Mark Charbonnier, 31, was killed Sept. 2 during a traffic stop on Route 3. A grand jury began weighing evidence against the suspect in the case, paroled murderer David Clark.

Fall River Police Officer Thomas Guinta, 44, was shot and killed with his service weapon Aug. 24 while handing out parking permits for a street fair. In an unrelated incident Aug. 21 that has helped to galvanize police concern, Boston Police Officer William J. Cullinane, 33, was also shot with his own gun, although not fatally. Officials said that safety holsters that make it harder to grab a gun are available to nearly all police officers in the state, but they are often not used because officers find them uncomfortable.

**NEW HAMPSHIRE** — Under a new law that took effect in August, all students who bring firearms to school will be expelled. Students carrying other weapons may face expulsion as well.

The fits of Ketamine, an animal anesthetic that can cause hallucinations when taken by humans, have been reported by veterinary clinics and hospitals in Hooksett. The drug can elevate blood pressure and cause heart attacks, according to veterinarians.

**NEW YORK** — A bill that bars any mention of a rape victim's clothing at trial was signed in August by Gov. Mario Cuomo. The measure was prompted by comments made by some judges and jurors in rape cases that clothing worn by the victims may have invited attack.

State Trooper Edward Pilus, 44, was convicted Sept. 1 of faking evidence in a 1991 Rockland County carjacking. Pilus, a member of an elite investigative unit probing a two-year-old evidence-tampering scandal, was found guilty on five counts, including perjury, making an apparently sworn false statement, tampering with evidence, official misconduct, and obstructing governmental administration.

A New York City police officer was shot and killed Sept. 4 by a fellow officer — his brother Sgt. Douglas Soorko, 34, and his brother, Officer Steven Soorko, 39, apparently got into a heated dispute at their parents' home over plans for Douglas's impending bachelor party. Steven Soorko went home, but a short time later Douglas, who according to neighbors was very intoxicated, made his way to his brother's house, with his father trying to keep up. After Douglas allegedly forced his way into Steven's house and attacked his father and brother with a chair, Steven pulled out an off-duty .38-caliber revolver and fired five times, hitting Douglas at least twice. The case will be turned over to a grand jury.

Yonkers police cars were outfitted last month with devices that will allow them to track stolen cars carrying the Lo-Jack anti-theft device. Car thefts in Yonkers, which had dropped from over 2,500 in 1991 to about 1,700 in 1992, climbed back up to 1,868 last year, of which about 1,400 were recovered, police say.

A state Supreme Court judge ruled Aug. 31 that New York City police officers went too far when they reached into a woman's bra and found crack. Judge Ronald Zweibel said that apart from an anonymous phone tip, there was no evidence that Santa Smith had done anything to warrant the search.

New York City Police Officer Andre McDougal, 29, was sentenced to a year in prison Aug. 23 for taking \$10,000 in bribes from undercover narcotics officers posing as drug dealers. McDougal was supposed to guard a \$100,000 shipment of drugs. He was dismissed from the force earlier this year after being convicted on charges of receiving a bribe, official misconduct and computer trespass. In a separate incident, a rookie officer, Gregory Brea, was arrested Sept. 1 for allegedly accepting \$480 from a drug dealer in exchange for confidential police information.

Off-duty New York City Police Officer David Velez shot and killed one motorist and wounded another when they tried to pull him from his car during a traffic dispute Sept. 5. The driver of the other car, Everal Pitters, who was wounded in the shoulder, is charged with robbery, attempted murder, attempted assault and reckless endangerment. Velez is on modified duty pending an investigation.

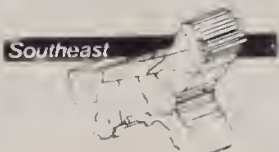
**PENNSYLVANIA** — Reading police arrested an 11-year-old boy in late August for selling heroin "like a real pro." The boy is believed to be the youngest person ever arrested in the city for narcotics sales.

Philadelphia police are said to be satisfied by a medical examiner's report issued Aug. 25 stating that Moises DeJesus died as a result of cocaine and physical and emotional stress, and not from a police beating. The report found bruises consistent with being hit by a blunt object, but found no damage to DeJesus's internal organs. The incident began when relatives and neighbors called 911 seeking emergency medical assistance for DeJesus. Police say that DeJesus became violent and had to be moved among three different vehicles before he could be taken to Temple University Hospital. DeJesus's family

has hired another pathologist to perform a second autopsy and their lawyer has petitioned for a tape of the 911 calls.

**RHODE ISLAND** — Cranston police last month broke up an illegal numbers game that allegedly netted \$8 million a year for operators in three cities. The game was based on numbers from the Dominican Republic's lottery.

## Southeast



**FLORIDA** — Joanne Misko, who 22 years ago became one of the FBI's first female agents, announced her retirement in August. Misko, a former nun, will work for the First Union Bank in Broward County.

Amid public complaints about luxuries for prisoners, five county jails have banned television for inmates and two others will restrict viewing. Televisions in Clay, Putnam, Nassau, Gulf, and Marion County jails have all been removed. Inmates in Alachua County, who now receive basic cable, will be limited to educational channels, as will inmates in Duval County. While some jailers worry that inmates will be more difficult to control without television, Sgt. Don Smith of the Clay County Sheriff's office said that prisoners often fight over what channel to watch.

**LOUISIANA** — Lake Providence Police Chief James Shaw is back at work after being charged Aug. 26 with food stamp fraud, perjury, and taking bribes.

**TENNESSEE** — Nashville Police Chief Robert Kuchner testified in August that Paula Hendricks, a booking room worker who has filed a sexual harassment suit against the department, tried to "get him on the couch for the purpose of sex." Hendricks said she was fired after filing the suit.

The homeless are the designated recipients of 1,003 pairs of shoes collected by the Committee for the Silent March. The group planned to take the shoes — one pair for each person in the state killed by gun violence last year — to a Washington, D.C., protest before handing them out.

The number of people sentenced to death dropped to seven during fiscal year 1993, from 20 per year in 1991 and 1992. The state has 101 men and women awaiting execution.

**VIRGINIA** — The state's two-year-old stalking law was upheld in August by an appeals court.

## Midwest



**ILLINOIS** — A state trooper shot his estranged wife's lover 14 times after breaking into the woman's apartment Aug. 16 and finding them in bed. Ralph Syverson, 38, was charged with two counts of first-degree murder and one count of felony murder and home invasion in the death of Gale Rapp, 38. Syverson's wife, Marianne, had filed for divorce in June and moved out, but

the two were attending counseling sessions. Syverson had no history of domestic violence or harassment.

Two Chicago brothers, 16 and 14, were charged Sept. 2 with the murder of 11-year-old Robert Sandifer, who was wanted for the murder of 14-year-old Shavon Dean and the wounding of another child Aug. 28. Police said Sandifer was apparently killed because the leaders of the gang he belonged to believed he was going to bring a lot of police pressure into the neighborhood. Sixteen-year-old Cragg Hardaway and his 14-year-old brother, whose name has been concealed due to his age, allegedly hid Sandifer for three days before killing him. The two have admitted to the murder.

In related developments, in August, a 13-year-old girl and 16-year-old boy, also in Chicago, were charged as adults in the fatal beating and stabbing of Leo Radzikinas, an 89-year-old widower. And, in yet another case in Chicago, an 11-year-old was charged with the murder of an 84-year-old widow. According to police, the victim, Anna Gilvis, found the unidentified boy in her kitchen and began hitting him with her cane and then locked herself in the bathroom. The boy allegedly pushed the bathroom door down, beat Gilvis with her own cane, and slashed her throat. Neighbors said the Gilvis was known to keep large sums of money in the house.

Two 9-year-old Belvidere boys are receiving counseling while the state determines a penalty for the children's sexual assault on a four-year-old girl. The boys are too young to be incarcerated, prosecutors said.

**INDIANA** — So far this year, Gary police have investigated seven incidents in which victims were set on fire after being killed. There are no suspects, said police, because the burning destroys all evidence.

**KENTUCKY** — A McCracken County deputy sheriff logged 8,300 road miles and 1,046 nautical miles in August trying to extradite a robbery suspect from Alaska back to Kentucky. Danny Midyett had first planned to drive 51-year-old Mabel Crutchfield, accused of a 1992 residential burglary, across the border but was thwarted by Canadian immigration officials. In a deal worked out with Alaskan state troopers, Crutchfield, who had already cost the county \$5,000 in plane tickets when she was banned from boarding a flight due to hysteria, was flown from Tok to Haines, Alaska, while Midyett and a female deputy, Deborah Towers, drove. The ferry to Washington state from Haines, however, is very crowded in summer, so Midyett, Towers, and Crutchfield had to wait over a week for passage. During his drive to Alaska, Midyett had to surrender his gun to Canadian immigration. After the ferry docked in Bell-ingham, Midyett drove another 400 miles to pick up his weapon from the Canadian officials.

The Jefferson Fiscal Court voted in August to spend \$1 million from the county's reserve fund to ease jail overcrowding. The funding will pay for 130 beds over the final 10 months of fiscal year 1994. While the money is a quick fix, officials conceded, it will help keep prisoners in jail who are released early due to overcrowding. Seventy-five beds

will be in secure cells in the Franklin County Jail, while the other beds will be rented from neighboring county jails or from two private jails.

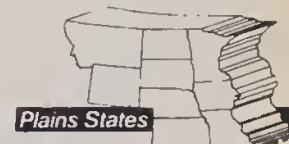
**MICHIGAN** — The Detroit Police Department sponsored a three-day citizens police academy police in mid-September, in an effort to bring communities and police together to discuss law enforcement issues, including police procedures and the courts. [See LEN, Oct. 31, 1993.]

Detroit Police Officer Joseph Virga was arraigned Aug. 13 on two counts of third-degree criminal sexual conduct for allegedly forcing a female prisoner to perform oral sex on him. The woman, in jail for suspicion of arson and malicious destruction of property, gave police a tissue stained with semen as evidence. Virga, a 19-year veteran of the department, pleaded not guilty and was released on a \$10,000 bond. He remains suspended without pay.

Facing the wrath of more than 500 angry residents, the Eaton Rapids City Council had a change of heart in August and decided not to fire Police Chief Mike Seeley, who has held office for the past 10 years. Seeley was accused of not being able to account for \$2,000. He also paid a \$3,700 fine for failing to have his officers vaccinated for hepatitis B as required by Federal law. The council unanimously voted to place Seeley on probation for one year, subject to a review every four months.

**OHIO** — A grant proposal that arrived one hour late cost the Cincinnati Metropolitan Housing Authority \$2 million in Federal funding that would have been used to pay for additional police patrols and drug-fighting initiatives. The agency blames the firm that was hired to write the proposal.

A 16-year-old Ravenna boy led police on a chase through three towns in September "just for fun." The chase ended when the youth drove his pickup into a police roadblock. No one was injured.



**KANSAS** — Officials estimate that \$20,000 has been saved over the past 10 months by a Wichita program that recruits area residents as volunteers to do police paperwork and answer phones so that more officers can be deployed to the street.

**MINNESOTA** — St. Paul police officers Ron Ryan Jr. and Tim Jones were mourned at a memorial service held Aug. 29. Authorities believe that a 26-year-old they have in custody is responsible for the officers' deaths and the death of Laser, Jones's police dog.

**MISSOURI** — St. Louis's two jails stopped accepting new prisoners in late August after a Federal judge ordered the release of 30 nonviolent offenders held on probation or parole violations.

**MONTANA** — Gallatin County Sheriff Bill Slaughter has called for the elimination of the state Highway Patrol, saying the patrol's administration

# Around the Nation

was top heavy and that county sheriff's departments could do a better job of patrolling highways. Eliminating the patrol may save money, said Attorney General Joe Mazurek, but would limit effective statewide enforcement.

The Dillon Police Department recently acquired Bullet, a 6-month-old German shepherd who will become the department's first K9 unit. The department got the puppy from a local breeder because of the prohibitive cost of a fully trained dog from Europe. His handler, Officer Paul Craft, said that the \$10,000 cost of training Bullet will come from drug forfeitures and local fundraising. In two years, Bullet will be a certified drug-sniffing dog.

The Missouri River Drug Task Force, created just this past July, has already scored a big amphetamine bust, and its six full-time investigators are pursuing at least 30 other cases. The task force comprises officers from Bozeman, Helena, and Belgrade, and from Gallatin, Broadwater, Jefferson, Meagher, Madison, and Lewis and Clark Counties. Officials say the task force helps rural localities that may not have the resources to combat drug trafficking on their own, as well as cities in need of increased manpower and communication.

**NEBRASKA** — Enid Lawson, 62, of Plattsmouth, filed suit against the local police Aug. 31 after they arrested her because she had \$15,000 in her purse. Lawson says she took the money out of the bank to buy land.

**NORTH DAKOTA** — Two 14-year-old boys in Fargo are suspected of setting at least five fires, one of which caused \$250,000 in damage to a junior high school.

**SOUTH DAKOTA** — The Clay County Sheriff's Department has refused to renew the certification as deputies of the campus police at the University of South Dakota in Vermillion. The university bars its police from carrying weapons at all times, while the sheriff's office requires it. As a result, campus police were left unarmed and without arrest powers as of Oct. 1.

**WYOMING** — Judith Darrar, an ex-cab driver, filed a \$500,000 suit Sept. 1 against the City of Sheridan and two police officers, claiming they were negligent when in 1992 they called her to give a ride to convicted felon Daniel Welsh. Darrar was kidnapped and assaulted by Welsh, who she said has a history of violent criminal behavior.



**ARIZONA** — Four Chandler teen-agers who videotaped a summertime crime spree to show what it is like to be a gang member in Arizona are facing criminal charges. Dubbing themselves the Insane Skate Posse, the youths, ages 14, 15, 16 and 17, reportedly made the tape to impress friends of the 15-year-old, who had recently moved from Michigan to Chandler with his family.

A Mesa police officer grabbing at

the hair of a fleeing suspect came away with only the man's toupee in his hands. Michael W. Welsh, 32, allegedly fled after failing a field sobriety test. Officer Tim Gaffney gave chase and tried to grab Welsh by the hair. Welsh was later arrested on charges of aggravated assault, DWI, and resisting arrest.

Federal Judge Earl Carroll said Sept. 5 that he is likely to order double-bunking at Maricopa County jails, providing that overall conditions at the jails improve. The order, which pertains to suspects awaiting trial, would increase space to 4,910 inmates.

Maricopa County District Attorney Rick Romley says he will probe the death of Edward Mallett, a double amputee who died after being subdued by Phoenix police with pepper gas and a neck hold. An autopsy called Mallett's death accidental and blamed a heart attack.

**COLORADO** — A cult specialist has been called in by Aurora officials after a Springer Spaniel became the third victim in a string of animal mutilations that began in July. The dog bled to death when her ears were cut off.

Robert Enderson, a developmentally disabled pedophile, was sentenced Aug. 19 to eight years and lifetime probation by a Boulder judge who had initially suggested voluntary castration in lieu of a long prison term. Enderson, 29, of Longmont, was sentenced for violating parole in connection with a 1991 child-molestation case. The sentence also includes prohibitions on drinking and on contact with anyone under age 18.

**NEW MEXICO** — Eric Elliot, 16, and Lewis E. Gilbert, 22, of Newcomerstown, Ohio, were arrested by state police in a Santa Fe drainage ditch Sept. 6, ending a one-week, interstate killing spree that left at least three people dead. The string of killings began in Port Washington, Ohio, and continued through Missouri and Oklahoma.

The state Supreme Court ruled Aug. 25 that DNA testing is admissible as evidence in criminal trials.

**OKLAHOMA** — Under a new law, jurors in Tulsa can donate their \$12.50 stipend to fund child abuse prevention programs. If just one out of four jurors participate, Tulsa County officials said that \$150,000 can be raised.

**TEXAS** — The families of slain members of the Branch Davidian cult have filed a \$900-million claim against the Federal Government for the deaths of David Koresh and 84 of his followers. A lawyer in the case, former U.S. Attorney General Ramsey Clark, said the 51-day siege of the group's Waco compound violated constitutional rights.

**UTAH** — Former Sunset Mayor Norm Sant, 58, pleaded no contest Sept. 1 to charges that he helped his ex-police chief collect full retirement benefits. Sant was given a 90-day suspended jail term and a \$300 fine.

Salt Lake City police captured three boys, ages 12, 8, and 7, Aug. 23 after a high-speed chase that reached 90 miles per hour. The chase ended when the 12-year-old driver smashed into a Highway Patrol car. The vehicle belonged to one of the boys' parents.



**ALASKA** — Two Tlingit Indian teenagers were sent off to live separately on uninhabited islands in September as punishment for beating and robbing a pizza deliveryman in Everett, Wash. Adrian Guthrie and Simon Roberts, both 17, were sentenced to the banishment by tribal elders in what is believed to be the first case in which a state court deferred to a tribal panel.

**CALIFORNIA** — Los Angeles City Council members asked Los Angeles Mayor Richard Riordan in August to declare a state of emergency that would prevent police from interfering with local AIDS-prevention activists trying to hand out clean needles to drug users.

U.S. Attorney General Janet Reno approved the hiring of 18 new prosecutors for the U.S. Attorney's office in Los Angeles. Due to understaffing, 98 percent of non-major, and 46 percent of major bank and thrift fraud cases were rejected by the office in 1991.

A Federal court in San Francisco ruled Sept. 2 that three Sikh youngsters attending elementary school should be allowed to carry the daggers they are given as part of their religion as long as they pose no threat to others. The four-inch daggers, known as kirpans, are carried in sheaths and worn under clothing. The knives are considered one of five symbols of devotion to God. The three youths, ages 7, 8, and 10, were barred from school for carrying the kirpans. Their parents sued, claiming a violation of their religious freedom.

**IDAHO** — A case-by-case review of almost 70 juvenile sex offenders was ordered Aug. 24 by Twin Falls Health and Welfare officials in the aftermath of a controversy over local high school officials not being told the identity of a 16-year-old child molester.

**WASHINGTON** — A migrant worker in Wenatchee was shot to death Aug. 20 by two 12-year-old boys who were shooting targets with stolen pistols. The boys, John Duncan and Manuel Sanchez, shot Emilio Pruneda 18 times because he shouted at them and threw rocks when their target practice disturbed him at his camp by the Columbia River. Duncan and Sanchez have been charged with first-degree murder as juveniles. In September, a Chelan County court commissioner will decide whether to try the boys as adults.

Snohomish County prosecutors are considering seeking the death penalty for Ben Charles Finch, a convicted felon charged with the murders of Deputy Sheriff James Kinard, 34, and Ronald Modlin, 38. Finch shot Modlin, who was blind, at the home of his estranged wife whom he had come to visit. For two hours, Thelma Finch and her mother pleaded with Finch to call 911 to help Modlin, who had been shot in the head at close range. After Finch finally called 911, he told the women he would shoot "the first person he saw." Kinard was shot in the neck by Finch when he and other deputies responded to the call.

## 20 million more sets of eyes & ears

### Police note rising cell-phone use

Heightened concerns about crime and personal safety have helped boost the number of people who own mobile cellular phones to almost 20 million, according to a study released last month by the Cellular Telecommunications Industry Association.

The industry group said that usage has nearly doubled since 1992, and that two out of every three telephone numbers are now assigned to cellular phones. Personal security concerns were the No. 1 reason cited by purchasers for buying the phones, according to the association.

Police are starting to feel the effects of increased cellular phone usage, according to some officials contacted by LEN, although most say the surge in 911 calls from cellular phone users has not been a problem.

In some states, telephone companies offer an instant access feature that can put motorists in touch with police with just a few touches of a button.

"It's been really great for us," said Capt. Ken Howes, the chief spokesman for the Florida Highway Patrol. FHP officials have urged motorists to use the "FHP" feature, which is now available nearly statewide through 10 cellular companies, to report drunken drivers, stranded motorists, accidents and suspicious activities they may encounter while traveling.

The feature, which has been available to Florida motorists since April, played an integral role in two recent incidents, said Howes.

In September, a motorist with a cellular phone called the Highway Patrol to report an accident in which a car had plunged into a canal along the Florida Turnpike. Cpl. Anthony Caserta and Trooper Kevin D. Roy, who responded to the call, found the vehicle submerged and overturned. As Roy bled a life line, Caserta made repeated dives into the canal in a successful attempt to bring the driver to the surface. The pair revived the driver, Stephen L. Smith, who was taken to the hospital in critical but stable condition.

"If that motorist hadn't used the 'FHP,' we might have known about the accident soon enough to save that man's life," Howes told LEN. "That was a case in which a few minutes literally made the difference between life or death."

In an incident that occurred in August, three 17-year-old Pinellas County boys were apprehended by FHP officers as they fled the scene of an attempted carjacking and robbery of a motorist working on his car in a school parking lot. The armed youths ordered the man to lie on the ground and robbed him of cash and his car stereo. One of the youths shot at — but did not hit — the prone victim.

After the trio fled, the victim notified police by using the cellular phone in his car, which the youths had left behind. Several FHP units responded to the call and chased down the attackers, who were armed with a .380-caliber semiautomatic pistol and a 12-gauge, pistol grip-styled shotgun.

In Denver, cellular phone use is said to be a factor in the 8-percent increase

in 911 calls received by the Police Department between April and July of this year.

More than 96,000 emergency calls were logged by police in July, compared to 91,000 in July 1993. Many were made from cellular phones, although the agency is unable to pinpoint how many, said Det. Tracie Harrison, who said the department had not noticed a significant number of unnecessary emergency calls.

Nonetheless, Denver police officials attribute most of the rise in emergency calls to cellular phone-equipped motorists, who are more likely to immediately report crimes or accidents than

## Amid safety concerns, use of mobile phones nearly doubles in two years, creating benefits — and challenges — for law enforcement.

motorists without the phones, Harrison said.

"A lot more people have mobile phones now," she said. "If you witness something right then and there, instead of having to wait to get home or taking the time to contemplate whether you're going to call or not, it's right there and readily available."

The California Highway Patrol's dispatch center now receives over 1 million calls a year from cellular phone users, according to Steve Kohler, a CHP spokesman. The number is a "substantial increase" from recent years, and is beginning to create a few "challenges that exceeded our expectations," Kohler told LEN.

"For instance, now when there's a crash on the freeway, instead of getting one or two or three calls, we may get 50, 80 or 100 from everybody who goes by and sees the accident," he said. "We have to take the time to determine where they're calling from and if they're reporting the same crash. There's a duplication that wasn't there before that increases the workload for our communications operators."

The CHP has embarked on a public information campaign to remind motorists with cellular phones that 911 lines must be free of unnecessary calls so that officers can respond quickly to accidents or other emergencies.

"We have issued press releases and have worked with some of the cellular telephone companies to include proper cell phone and 911 etiquette in their brochures, and we'll continue to do that," said Kohler. "If a motorist comes upon an accident scene, and it looks like it's been there a while, then it's probably not necessary to make a 911 call."

### Coming up in LEN:

How to tell if your assessment center is truly worthy of the name. An expert provides an insider's view.

## Raves for Dave

Dave Ward, the new Police Chief of Billings, Mont., says he never thought "in my wildest dreams" that he would end up leading the 105-officer Police Department when he joined as a patrolman in 1972.

Ward, who was named to head by the agency by City Administrator Mark Watson on July 13, had served as assistant chief to Wayne Inman since January 1992. He is the first chief chosen from within the agency since 1978.

Inman, a 51-year-old former assistant police chief in Portland, Ore., resigned June 30, amid speculation that a deteriorating relationship with the police union led to his departure. Inman, who had received White House recognition earlier this year for his efforts to fight hate crime in the city, said only that he was resigning because "I have completed my job. I need to seek other and perhaps different challenges."

Among Ward's first priorities will be to settle contentious shift and beat assignment issues with the union, which is now in contract talks with the city. He said he will also coordinate the first phases of community policing, get a computer-aided dispatch system up and running and undertake a complete review of the agency's policies and procedures.

At a news conference announcing the appointment, Watson said Ward had proven his commitment to the Police Department. "He's dedicated to making it the best it can possibly be," Watson said. "And he wants community input and involvement in determining the future of the Police Department."

Watson called Ward a "consensus-builder who quietly works and accomplishes his goals and objectives. I think he has a vision and knows where the Police Department needs to go."

Both Watson and Ward said their commitment to instituting community policing is unwavering. Inman had begun an aggressive implementation strategy that reportedly turned off some officers. Union president James Brevington said he and Ward agreed that "what's right in Portland [about community policing] might not work in Billings."

"Chief Ward has always demon-

strated his ability to look at things from more than one perspective," he added. "I know Dave Ward doesn't suffer from tunnel vision."

During his police career, Ward has worked as a detective in the juvenile division and in the City-County Special Investigation Unit. He is a graduate of the FBI Academy and has a business degree from Eastern Montana College.

## Hot cars, cool cop

When it comes to cracking auto-theft cases, they don't come any better than Det. Russell Suess, who broke up a sophisticated theft operation run by three brothers who switched vehicle identification numbers to avoid detection before selling the hot cars to unsuspecting buyers.

For his efforts, the Fort Lauderdale, Fla., detective was recently named recipient of the 1994 Outstanding Vehicle Theft Investigator Award, co-sponsored by the 3M Corporation and the International Association of Auto Theft Investigators.

Suess, who received the award in early August at the IAATI's annual conference in Nashville, Tenn., was singled out because of his "superior efforts" to solve a case in which VIN's played an important role in the investigation. In further recognition of the work of Suess and his team of investigators, 3M, a major manufacturer of VIN labels, contributed \$1,000 to the Dan Manno Foundation, which benefits youth charities in south Florida.

Suess began his investigation of the ring in July 1990. The three brothers eventually convicted in the case were employed at an Oakland Park auto body shop, where they would take the VIN labels from salvaged vehicles, affix them to stolen cars, and sell them to unsuspecting buyers.

Suess's investigation led to the recovery of 14 stolen vehicles in five Florida counties. The case became so extensive that a statewide prosecutor eventually was assigned to it in October 1990.

A major break for Suess came when it was discovered that the brothers missed some of the labels in cars that are legally required to be marked as

they attempted to disguise the stolen vehicles. In some instances, they tried to pass off 1988 models as 1985 or older so as to avoid the VIN labeling requirements and police suspicion.

Two of the brothers were arrested and charged with racketeering and conspiracy. They are serving five-year prison sentences and will be on probation for 10 years following their release. The third suspect fled to Canada and is still at large.

In a statement, 3M said the case served to educate law enforcement officers about the importance of VIN's and VIN labels as clues in vehicle-theft cases.

"It was discovered that the majority of police officers in the state had little or no knowledge of VIN labels," the statement said. To correct the situation, the company plans to hold presentations and workshops on VIN labels for detectives and patrol officers throughout Florida.

The case also prompted the state Insurance Commission to lobby for legislation "to help those innocent victims who buy stolen vehicles involved in a VIN switch," 3M said.

## Tong lashing

Over 300 Asian-American law enforcement agents in the New York City area have gotten together to form an organization aimed at fighting discrimination and putting Asian-American officers at the front lines in the battle against organized crime groups based in the Far East.

The formation of the Supreme Council of Asians in Law Enforcement was announced in Aug. 31 at an inaugural ceremony hosted by New York Mayor Rudolph Giuliani.

Officials of the group said its members come from local, state and Federal agencies, including city, housing, transit and Port Authority of New York and New Jersey police officers, court and prison guards, and agents of the FBI, the Drug Enforcement Administration, the Secret Service, the U.S. Customs Service and the Immigration and Naturalization Service.

Each of those agencies has an Asian fraternal society that will encourage members to join the new group, according to Det. Bruce May of the New York Housing Police. The council will act as an umbrella group for the smaller fraternal organizations, he said.

The group plans to spend its first few months getting acquainted with officials and publicizing its existence, May said.

"We will start by meeting with every single elected official who will listen to us, especially those with Asian constituencies. We want to discuss how law enforcement resources are allocated in Asian communities. We also want to endorse candidates, run voter registration drives and work with community groups that share our concerns."

Currently, there is only one Asian-American of command rank in the New York City Police Department, Capt. Thomas Chan, who commands the busy 5th Precinct in Chinatown.

The council also plans to lobby for a more cohesive approach to fighting Asian organized crime rings, whose operations sometimes are allowed to flourish because of a lack of investiga-

tors who speak Asian languages. For four years, Asian-American officers have been pushing for the formation of a citywide squad of Chinese speakers who could keep closer tabs on gang activities, said Walkin Chin, a New York City police detective who is vice president of the council.

Investigations are often stymied because of a lack of cooperation among borough commanders, Chin added.

"This can create the kind of information void where the Golden Venture has to run aground before law enforcement recognizes the existence of a huge illegal smuggling ring," he said, referring to the cargo ship filled with illegal Chinese immigrants that ran aground off New York City last year.

Federal agents should also be included in such a squad, added Fred Chow, a U.S. Customs enforcement agent who is the group's second vice president. "This is not without precedent," he told New York Newsday. "A Southeast Asian Heroin Task Force of DEA agents, Customs agents and city police has successfully dismantled several major heroin organizations."

Such a tack makes good crime-fighting sense if New York City authorities hope to stamp out Asian-based organized crimes rings, observed Dewey Fong, a deputy inspector with the New York Housing Police.

"Not to racially stereotype, but non-Asian officers often have language and cultural difficulties in understanding the issues that help penetrate Asian crime," he said. "Our members have an advantage doing that."

## Inside dope

Federal prosecutors in Philadelphia have charged a former FBI agent with stealing 45 kilograms of heroin and five kilograms of cocaine from an evidence locker, some of which he allegedly sold to drug dealers in Philadelphia, New York and Boston.

A 12-count indictment unsealed on Aug. 30 charged Kenneth R. Withers, 34, with stealing narcotics from the evidence room of the FBI's Philadelphia office in 1993. It also accuses Withers, who allegedly operated under the alias "Salvatore," with setting up an elaborate mail-order distribution scheme in which he sold six grams of the heroin and five kilograms of the cocaine to five drug dealers.

Withers, who had been arrested at the Philadelphia FBI office on June 3, pleaded not guilty to all of the charges and is being held at a Federal detention facility in New York. Assistant U.S. Attorney Ronald Levine told LEN that Withers's trial is due to begin Oct. 10, and that if convicted of all counts, Withers faces 10 years to life in prison and a multimillion-dollar fine.

At the time of his arrest, Withers was assigned to an FBI squad that investigates and secures evidence against drug dealers. He was fired on the day of his arrest.

Prosecutors allege that Withers, who joined the FBI in 1987, rented motel rooms in New Jersey where he substituted baking soda for the drugs, then returned the packages to the evidence room. He allegedly stored the stolen narcotics in the basement of his grandmother's house in Kentucky and in an attic area of an FBI undercover office in

New Jersey.

Withers is also charged with stealing an FBI document containing the undercover name of an agent. He then rented private mail boxes in the New Jersey cities of Cherry Hill and Laurel, using the agent's undercover moniker. Using a second alias, Withers allegedly rented a telephone pager and began the mail-order scheme under a third alias, "Salvatore."

He used purloined FBI documents to identify potential customers, the indictment alleges.

The indictment also accuses Withers of offering heroin to potential customers for \$75,000 a kilogram—about half the prevailing wholesale rate—and cocaine for about \$20,000 a kilo. He is also accused of providing free half-ounce or one-ounce samples of heroin to potential buyers, and instructing them to send cash to the private mailboxes.

A search of Withers's grandparents' home conducted on the day of his arrest resulted in the seizure of 29 kilograms of heroin, \$66,000 in cash and a scale. Authorities said nearly all of the stolen drugs have been accounted for.

## Press clips

Maricopa County, Ariz., Sheriff Joe Arpaio says he can't figure out why there's been such a fuss over the recent disclosure that the agency is reviewing its policy regarding public statements made by employees.

"It's not much different than it's always been," Arpaio said of the policy on unauthorized public disclosures. "The policy was — and still is — in draft form and its contents have not been reported accurately by the press."

He was referring to an Associated Press dispatch reporting that under the proposal, which Arpaio stressed is still under review, sheriff's employees would be barred from publicly criticizing or ridiculing the Sheriff. The proposal also would require employees to get permission before speaking to reporters. Materials written by employees, such as books about notable cases the department has investigated, would require official review and approval.

Arpaio told LEN the policy is not as far-reaching — nor as uncommon — as the press has made it out to be. Most law enforcement agencies require their employees to get permission from superiors before speaking with reporters.

What Arpaio said he is most concerned about are employees who write books about "active investigations," such as the murders of nine Buddhist monks at their monastery outside Phoenix in 1991. Four people were wrongfully targeted, prompting a civil lawsuit against the agency. Meanwhile, a sheriff's sergeant who worked on the case began writing a book about it, and also sold a magazine article about the case before the lawsuit was settled.

"I don't think we should be writing books on active investigations," Arpaio said. "I'm not going to approve of that, and that's what caused me to review the policy in a draft form."

Arpaio said that to make sure a revised policy does not interfere with the First Amendment rights of his employees or reporters, any changes he makes will be submitted to the county attorney for review.

## Law Enforcement News

Founded 1975

A publication of

John Jay College of Criminal Justice, City University of New York,  
Gerald W. Lynch, President

Marie Simonetti Rosen  
Publisher

Peter C. Dodenhoff  
Editor/Associate Publisher

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Subscriptions

Contributing Writers: Orday P. Burden. Field Correspondents: Kenneth Bovasso, Hugh J. B. Cassidy, Jack Dowling, Tom Gitchoff, T. L. Tyler, Ron Van Raale.

Law Enforcement News is © 1994 and published twice monthly (once monthly during July and August) by LEN Inc. and John Jay College of Criminal Justice, 899 Tenth Avenue, New York, NY 10019. Telephone (212) 237-8442. Fax (212) 237-8486. Subscription rates: \$18 per year (22 issues). Advertising rates available on request. Requests for permission to reprint any portion of Law Enforcement News should be addressed to Marie Simonetti Rosen, Publisher. ISSN: 0364-1724. Law Enforcement News is available in microform from University Microfilms Inc., 300 North Zeeb Road, Dept. P.R., Ann Arbor, MI 48106.

# Phoenix-area unit nails hundreds of felons

The sheriff's lieutenant who heads a Federally funded fugitive task force in Maricopa County, Ariz., says that inter-agency cooperation is the primary reason behind the 12-member team's success rate in a little more than a year of operations.

"In my law enforcement career, I've had a number of outstanding assignments, and this is probably the best I've ever seen people come together for a cause," said Lieut. Pat Cooper, a 13-year Sheriff's Department veteran who coordinates the Violent Crimes Fugitive Task Force, which includes five FBI agents, four other sheriff's deputies, two Phoenix police officers and one Department of Corrections officer.

"The chemistry here is phenomenal," he added. "In the first year, we did have a few areas of concern about personnel and we were able to rotate those people out. But there's no doubt in my mind that we've now got the best that

these agencies have to offer."

The task force, which was organized in July 1993 and became operational a month later, has nabbed 565 fugitives, nearly all of whom were wanted for violent crimes such as murder, attempted murder, aggravated assault, armed robbery and sex offenses.

Its captures include Michael Dean Clark, accused of the 1986 stabbing death of his brother's widow, in an attack in which the woman's 9-year-old daughter was critically wounded. Clark, who was caught in the remote Parker Dam area, had been featured on "America's Most Wanted" twice.

Donald Anthony Durant, who was wanted for the brutal murder of an Ohio farmer committed during a burglary in 1972, appeared on the TV show three times. The task force nailed him in Tucson in December 1993.

"It's been very successful in apprehending fugitives — not only in the

county, but in other areas," said county Sheriff Joe Arpaio.

The task force is one of 110 similar elite units around the nation targeting the most violent fugitives. A total of 422 law enforcement personnel — including 206 FBI agents, 14 other Federal law enforcement agents and 202 state and local police officers — provide manpower for the effort, which was begun by former FBI Director William Sessions as part of an effort to reshape the role of the FBI following the end of the Cold War.

Current Director Louis Freeh continued that policy last year when he reassigned over 300 agents to fight violent crime.

To hear Cooper tell it, the task forces are furthering the cause of interagency cooperation in ways that were unheard of just a few years ago. "One of the things that makes this task force unique and so workable is because there are

sister task forces throughout the country. With just one phone call, I'll get excellent treatment from another task force, whose members do exactly what we do and understand the urgency of responding to a good tip.

"Being a sheriff's lieutenant and having worked homicide and narcotics and other specialized units, a lot of times you'll find that doors don't open when you're frantically trying to get information," he continued. "For some reason, on the Federal level, especially dealing with another task force, those doors are open immediately. It's almost like red-carpet treatment. The flow of intelligence information from one corner of the country to Phoenix is phenomenal."

No less important is the dogged persistence of the task force members themselves, who work long hours and often under less-than-ideal conditions. "Every day this week, we've started at six in the morning and we haven't finished until two in the morning," Cooper told LEN. "And every morning the guys are back here."

Because many of the fugitives have been on the run for so long, some have successfully altered their identities. As a result, said Cooper, it sometimes takes

months of surveillance before the task force can make a move on its quarry.

"A lot of them conduct long-term surveillances. We just finished a case where we spent 10 days outdoors in 100- or 115-degree heat every day. The guys were working eight-hour shifts, four hours' rest, eight hours on, four hours' rest — and we got our guy."

The task force focuses on the Maricopa County area, but its searches can take them to other areas of the state or even other parts of the nation. The sharing of information among parts of the network of task forces often provides leads in other regions, said Cooper.

The task force has put only a small dent in the backlog of 25,000 outstanding warrants issued by the Sheriff's Department — about 5,000 of which name violent felons. But as Cooper was quick to point out, those apprehended by his group represent the worst of the worst.

"These are pretty nasty people we've arrested who are now off the streets," he said. "I don't go for quotas. I would much rather have the tougher cases solved than to go out there and pick up people left and right. That's not what we're designed to do."

## The check isn't in the mail, after all: Fugitives fall for Cleveland ruse

Cleveland law enforcement officials think they've hit on an effective method to reel in fugitives: Tell them there's a state-issued check waiting for them, then grab them when they arrive for the nonexistent payout.

It's a ruse that in the past year has resulted in the capture of over 950 fugitives — most wanted for carrying concealed weapons, illegally selling food stamps, drug charges, and a few others sought for violent felonies. And it's helped cut down on the backlog of 13,000 outstanding warrants served by the personel-strapped Cuyahoga County Sheriff's Department.

The tactic involves sending let-

ters to the fugitives stating that they are owed tax refunds or back welfare payments. The letters tell them to make an appointment to pick up the checks.

In Cleveland, authorities sent letters to 3,000 fugitives saying they were entitled to settlements of about \$1,400 from consumer class-action suits filed by the office of Attorney General Lee Fisher. The next round targeted 1,800 fugitives whose names appeared on welfare rolls. They were told that they were owed back benefits and would lose them if they did not respond.

An additional 3,300 letters came from the state auditor, telling fugitives that there were errors in their favor on tax returns. All were told to make ap-

pointments to pick up the funds. When they arrived at the State Office Building for their appointments, deputies and marshals were waiting to haul them in.

In some cases, the letters were returned because the fugitives had moved on. Some suspected they were being duped and left taunting messages on the department's sting line. "'Y'all got that sting raid going on,' said one woman. 'Y'all ain't gonna get me,' though. Bye!"

"I got choked up," said John Hathaway, an investigator for the Attorney General who set up appointments for the unsuspecting fugitives. "It's hard to lie to people."

## Targeting repeat spouse abusers to avoid homicides

The Alexandria, Va., Police Department has put repeat domestic-violence offenders on notice: If they commit further offenses, a special detective squad will try to gather evidence to support felony charges against them.

The agency recently announced it had compiled a list of 19 men who had been arrested at least three times for domestic violence complaints. They are the initial targets of the crackdown, and if convicted of a felony offense, could be sentenced to prison terms of up to five years.

"We want to at least target the worst offenders and get convictions on them," Sgt. Scott Gibson told The Washington Post. "We want to put a stop to the violence so we don't have to go back six months later and investigate a homicide."

Three killings in the city were linked to domestic violence incidents last year, police said.

Names, addresses and brief accounts of the 19 repeat offenders' prior arrests have been distributed to each of the department's patrol officers and police dispatchers so the offenders will be recognized immediately. Lists were also given to prosecutors and victims' advocacy groups.

### Alexandria police put the worst domestic violence offenders on notice: felony charges may await.

Gibson said the list was compiled with the help of police computers, and will be updated every two months.

Repeat offenders will be prosecuted under a state law that makes a third assault-and-battery conviction a felony.

The new program, known as "Target Domestic Violence," was developed by a task force of police, prosecutors, court officials and victims' advocates. It continues and expands the Police Department's no-nonsense approach to domestic violence cases: It was the first police agency in the Washington, D.C., area to adopt a mandatory arrest policy for such cases.

Since 1988, nearly 5,000 suspects have been arrested, most on misdemeanor assault and battery charges that call for up to a year in jail and a \$2,000 upon conviction.

Each of the 19 men who appear on the police list have long histories of domestic abuse. One 29-year-old has been arrested 11 times since January 1993 for attacking his ex-girlfriend. Others have been arrested for stealing their domestic partners' cars, breaking into their homes, stalking them or making threatening phone calls.

Patrol officers and dispatchers will notify detectives whenever one of the men named on the list is suspected of being involved in a new incident of domestic violence. Detectives will tape-record interviews with the victim, take photographs, and interview neighbors in the hope of providing a strong case for the prosecution. In the past, patrol officers would try to build cases, but often had little time to conduct follow-up investigations.

The new program will also offer increased opportunities for counseling for victims and offenders alike.

"We're making a statement to the community that the city of Alexandria considers domestic violence a serious crime," said Norma R. Gattsek, director of the Alexandria Office on Women, which counsels victims and their families. "Both victims and abusers need to know we will enforce the law."

## Another agency sued for race-based targeting in car stops, drug searches

The American Civil Liberties Union filed a Federal lawsuit on Sept. 2 against the Illinois State Police, charging that the agency routinely targeted black and Hispanic drivers in traffic stops to search for drugs, in violation of their Fourth Amendment rights.

The Illinois branch of the civil liberties group said it had received hundreds of complaints in the past six years from minority drivers who claimed they were stopped needlessly by police and forced to submit to illegal searches of their vehicles. But it took evidence gathered by a Latino private investigator from Santa Fe, N.M., who drove through northern Illinois to test the veracity of the complaints, before the Illinois group could take legal action.

The lawsuit seeks punitive damages and an end to searches based on racial or ethnic background.

A lawyer representing a Hispanic client who said he had been illegally stopped in Bureau County in northwestern Illinois hired the private detective, Peso Chavez, to drive through the county on Interstate 80 to see if he would be stopped by the State Police, according to Harvey Grossman, the legal director of the American Civil Liberties Union of Illinois.

On his third trip through the county, Chavez's late-model rental car was pulled over by troopers who issued a ticket charging him with failing to signal a lane change, according to the lawsuit.

Troopers then asked to search Chavez's car, and, when he refused, they brought in a dog to sniff for drugs, ransacked the car and rifled through his luggage during the 90-minute incident, the lawsuit asserts. A search turned up nothing, and a witness following Chavez as he traveled through the county said he had signaled for the lane change.

The lawsuit said the practice not

only violates the Fourth Amendment's guarantees against unreasonable search and seizure, but also the Civil Rights Act of 1964. "They have basically a profile of people — minority people...dark-skinned," said Chavez at a news conference announcing the lawsuit. "They figured I fit the profile."

Chavez, who was a Santa Fe city councilman for eight years, said he felt very intimidated by the troopers, one of whom told him that the police dog appeared to detect drugs in the vehicle he was driving. "I became very frightened at what was happening. I never had my mouth as dry as it was — it was like cotton."

State Police officials deny that officers base the decision to make traffic stop on the race of the motorist. They also reject assertions that the agency uses any specific profile of motorists in determining whether traffic stops and vehicle searches should be conducted.

"We work very closely with the Drug Enforcement Administration, the Attorney General and local law enforcement agencies," said John Pastuovic, a State Police spokesman. "We could not achieve this kind of cooperation if our policies were discriminatory. Our success and reputation are the product of sound policies and solid police work."

Minority drivers have long accused police in other states of making illegal, racially based traffic stops. In Florida, a Federal grand jury is investigating the seizure policies of the Volusia County Sheriff's Department, which has seized millions of dollars from minority motorists suspected of being drug traffickers. The agency is also the defendant in a civil lawsuit filed by two minority motorists, which is expected to come to trial in January. [See LEN, Jan. 12, 1988; March 31, 1988; Aug. 15, 1989; Oct. 15, 1992; Sept. 30, 1994.]

# Police capitalize on school-based program

Continued from Page 1

achieved, the rewards can be immense for everyone involved, said Klopovic.

"Previously diverse agencies who, for whatever reasons, have had difficulties cooperating, come together with this common idea because they see that this thing works," he said. "It makes them cooperate as never before."

"We did so much planning up front," recalled Lumberton Police Chief Harry Dolan, who had characterized the local high school as an institution "out of control" prior to the SRO program because of violence and other criminal activity. "We still had problems, but had we not done that planning — my goodness! I had the PTA president, the principal and the juvenile sergeant work together to interview people and make a recommendation to me. That was to get the buy-in from the community we were going to be policing — the high school. It was not something that was legislated — those have been real fiascos. They developed the program with us."

"We really believe that the police and public working together in creative ways can make some big differences in this country. No longer can [police] just tell everybody what we need."

Added Parker, "The Chief and I worked closely together in trying to develop a good relationship between the department and the school. That has probably been one of the best aspects to come out of the program."

The program's success hinges on choosing the right officer for the job, officials agreed.

"When an officer goes in, he has to be able to talk to these kids and let them know he's here to do what he has to do as a law enforcement officer, but he's there as a friend also," said Sgt. Kenneth Williams of the Cumberland County Sheriff's Department, who is president of the state School Resource Officers Association, a group seeking to standardize training for SRO's statewide.

"You can't do it lightly," added Klopovic. "You can't pick an officer

off the street and send them to school and say, 'You're it.' If you think you're doing SRO's and you plop a cop in the shop, you're cruising for failure. The officers have to be well-selected, well-trained, well-motivated, and backed up by a police chief."

Klopovic believes that SRO's should be selected by January and trained during the spring, so they can begin their work at the start of the school year in the fall.

SRO's must sometimes also overcome the perception that they are assigned to the school only to enforce the law, Parker observed. "The one problem we saw in the beginning was the fact that you had a gun-toting police officer and people think he's there to guard the hallways," he said. "But he's not assigned here as security. He's here in a proactive role, and he's here all day interacting with students."

"How we do it makes all the difference in the world," said Dolan. "If it's somebody who's there to guard the doors, you're better served by having security officers."

Lumberton police Det. Mike Thompson, an SRO assigned to Lumberton Senior High School, believes that an officer must "believe in the program

and believe in young people" in order to do a good job. "It's not one of these things where you can throw a 'Rambo'-type cop into the situation," he said. "You have to have compassion for the kids."

Dolan pointed out that some agencies make the mistake of appointing rookie officers as SRO's. "The students just about eat them up for dinner. There's a lot to learn in the streets, and [Thompson] has been able to do a lot of creative, proactive programs in the school" because of his many years of police service, the Chief said.

Thompson, whose 16 years in law enforcement include a decade as a North Carolina trooper, said he believes it is important that one officer is assigned exclusively to one school, not several. "You need to have one person in that school at all times so they build a rapport with the students, so they can learn to trust you. If you're never there for the kids to see, they don't know what to expect of you."

Critics of community-policing philosophy might point to an SRO program as another example of officers being wasted on "social work" activities, but Dolan strongly disagrees.

"To the naysayers, I would say that

as a father of three children, I would rather the police not have to be in schools, but it's the real world and [school violence] is happening. Teachers can't teach in classrooms when gun- or knife-wielding students are walking through the halls. And if you survey students, you'll find that the overwhelming majority want peace in the classroom, they want the halls under control."

"I think we need to listen to the students," Dolan continued. "I'm a strong believer in community-oriented policing. And I'm also a strong believer in community-oriented education and government, where the customers — the people we're providing service to — have a direct input. And the parents and students want the officers there."

"We've tried so much — locking them up, taking away their freedom — and it hasn't worked," said Thompson. "We've got to try it through education because the system we have now hasn't worked."

(For information about the Robeson County School Outreach Program, contact James Klopovic of the Governor's Crime Commission at (919) 571-4736 or write the commission at 3824 Barrett Drive, Suite 100, Raleigh, NC, 27609.)

## The City University of New York



### CAMPUS PEACE OFFICER POSITIONS

The City University of New York seeks applicants for the position of Campus Peace Officer, Patrol Officer (Level 1). Minimum qualifications include a high school diploma or equivalent and two (2) years of security or related work experience. United States citizenship, New York State residency, and a valid, current New York driver license are required upon appointment.

The City University is committed to the concept of community policing and customer service, and much of a Campus Peace Officer's time is spent communicating with and assisting students, faculty, staff, and visitors. Other duties include patrolling, responding to incident calls, gathering information from crime victims and witnesses, preparing incident reports, resolving disputes, crowd control, handling emergencies (including medical), and serving as a safety and security presence.

The hiring salary will be \$23,643. A comprehensive benefits package is available.

The filing period for the civil service examination is from Tuesday, September 27, 1994, through Thursday, October 20, 1994. Applications will be available in person Tuesdays through Thursdays from 9:30 AM to 4:00 PM at any Personnel Office of The City University of New York.

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Bedford Avenue at Avenue H  
Boylan Hall/Rm 1219  
Brooklyn, NY 11210

**Kingsborough Community College**  
2001 Oriental Blvd./Rm A-201  
Brooklyn, NY 11235

**Medgar Evers College**  
1650 Bedford Ave./Rm 1008  
Brooklyn, NY 11225

**N.Y.C. Technical College**  
300 Jay Street/Namm 420  
Brooklyn, NY 11201

##### QUEENS

**LaGuardia Community College**  
31-10 Thomson Avenue  
"E" Building/Rm 407  
Long Island City, NY 11101

**Queens College**  
65-30 Kissene Blvd.  
Kiely Hall/Rm 163  
Flushing, NY 11367

**Queensborough Comm. College**  
Springfield Blvd. at 56 Ave.  
Admin. Bldg./Rm 210  
Bayside, NY 11364

**York College**  
94-20 Guy Brewer Blvd.  
Academic Core/Rm 2H01  
Jamaica, NY 11451

##### BRONX

**Bronx Community College**  
West 181st St. & University Ave  
South Hall/Rm 106  
Bronx, NY 10453

**Hostos Community College**  
500 Grand Concourse/Rm B-439  
Bronx, NY 10451

**Herbert H. Lehman College**  
Bedford Park Blvd. West  
Schuster Hall/Rm 329  
Bronx, NY 10466

##### STATEN ISLAND

**College of Staten Island**  
2600 Victory Blvd.  
South Administration Bldg/Rm 1A204  
Staten Island, NY 10314

## Unanswered questions in NYPD 'friendly-fire' shooting

Continued from Page 1

grand jury soon. A critical question is whether Del-Debbio, who shot Robinson four times and himself suffered a minor gunshot wound, fired the last two shots as Robinson lay seriously wounded on the subway platform.

On Sept. 6, a U.S. Justice Department official confirmed that the department's Civil Rights Division was monitoring the case. An unidentified source told The New York Times that senior department attorneys had held preliminary talks with the U.S. Attorney's Office in Manhattan about a potential federal inquiry into the shooting. Brian O'Dwyer, a lawyer representing Robinson and his family, said he had filed a formal civil-rights complaint with the Justice Department.

[At press time, New York Newsday reported on Sept. 21 that the medical examiner's office has determined that neither of the bullet holes in Robinson's chest appear to be entrance wounds. The finding appeared to support Robinson's contention that he was shot four times in the back, as well as the opinion of a private doctor hired by Robinson's lawyer.]

At the Sept. 14 press conference held in Robinson's hospital room, the officer said he never saw Del-Debbio in the moments before shots rang out. Just before the shooting, he said, he was about halfway through the station when he heard a shotgun blast and a commotion as panicked commuters fled. As he neared the end of the stopped train, he noticed his partner and another officer training their weapons on someone on the subway tracks.

Robinson, a veteran undercover officer, said he drew his weapon, and was moving past the end of the train to pursue one of the armed youths who had fled onto the tracks when he was hit in the back by gunfire. He said he felt another shot as he either stumbled to

the ground or tried to get down for protection.

"I was shot, I felt shot, I knew I was shot from the back," he said. "I went to the ground, started to the ground. As I was going down, I was shot again. I hit the ground and my weapon slid from my hand — basically about six inches in front of me. I was shot again."

After a "considerable delay" in the shooting, Robinson said he was shot twice more as lay face down on the platform. "As I laid there, I was trying to figure out why, why I was being shot at again on the ground. Then there was a fourth shot that I recall, and then basically you could say all hell broke loose. Officers screaming back and forth, 'I'm a police officer,' 'That's my partner,' 'He's a police officer.'"

Robinson said he didn't identify himself as a police officer before the shooting because "I had no one to identify myself to." Del-Debbio, who was in civilian clothes at the time of the shooting, was returning home after a tour of duty at police headquarters when he happened upon other officers pursuing the armed youths, who were eventually taken into custody.

Del-Debbio, who was severely beaten in a 1990 subway mugging, has denied shooting Robinson in the back while the wounded officer lay on the platform, according to the Patrolmen's Benevolent Association, which is providing legal counsel to Del-Debbio.

Robinson also gave his spin on two controversial visits to his bedside by Del-Debbio — who was once accompanied by Mayor Rudolph Giuliani and on another occasion by Police Commissioner William Bratton — a few days after the shooting. Robinson was said to have mouthed the words "I forgive you" at the meeting, which Bratton characterized as a tearful, reconciliatory meeting between "two cops who got caught up in an awful situation."

But Robinson now says he never forgave Del-Debbio. "I couldn't see myself forgiving somebody for shooting me in the back," he said, adding that he was "out cold" during the meetings and didn't remember "anything about what was done."

"The Commissioner obviously said something prematurely," Robinson continued. "His idea, his thought that it would be two good officers involved, would be something that you could only say knowing the incident. He probably spoke with the hopes that is the case. . . . I can't speak for Officer Del-Debbio. I was shot four times in the back, and I can't speak for why he did it."

Robinson's account of the shooting further muddies the water for investigators who are now trying to sort out differing claims given by the victim, Del-Debbio, and others at the scene.

Officer David Thompson, who was Robinson's partner that day, told investigators that Robinson was moving toward the door of the last subway car and appeared to wince from being shot on the front side. He stumbled forward on the ground, as Del-Debbio, his face "full of anger," shot "with a vengeance" at the wounded officer, Thompson said.

Still other witnesses have said Robinson appeared to be still moving as Del-Debbio approached, and may have even twisted his body enough to face him.

Bratton said he stood by his initial characterization of the incident, but said he was troubled by Robinson's account. He said he would leave it up to the District Attorney's Office to sort out the conflicting accounts.

"There are many contradictions in what he stated today against interviews that have been conducted," the Commissioner said, "and it seems there are contradictions with what his attorney stated two weeks ago."

# Crime bill may foster new wave of educated cops

Continued from Page 1

The new programs, educators agreed, should help both to increase educational opportunities for in-service law-enforcement personnel and bring new blood into the field by providing educational opportunities to youths via the Police Corps.

"We need to reinstate some excitement in the field, and this will probably do that," said J. Price Foster, a former director of the Justice Department's Office of Criminal Justice Education and Training. "It's got great hope. The way it's written, there's a lot of opportunity there for states to have a lot of control over what they do with these dollars. If they appropriate any funding near what is authorized, these should be some very interesting times."

"It goes a long way toward fulfilling what every presidential commission has said — that police officers should have a four-year degree upon admission [to agencies]," said Gerald W. Lynch, the president of John Jay College of Criminal Justice in New York. "This is the most important piece of legislation since the establishment of LEEP, an historic commitment from the Government to assure better education for law enforcement officers."

His overall optimism notwithstanding, Foster, who is currently a professor of justice administration at the University of Louisville in Kentucky, harbored a few misgivings about the new programs. Both, he said, appear to set up compliance standards that states must follow in order to participate — an emphasis he has difficulty with.

"It seems to me that a state plan should involve a statewide assessment of the human resources and personnel needs of criminal justice in that state — in the context of a comprehensive crime-control policy. I think that's an extremely important point to be made and I don't see it in here."

Educational programs geared to law enforcement must be administered in that fashion, Foster added, because "anything less and you run the risk of not placing the monies in areas of highest priority and it lends itself to more political decision-making."

State planning should include projections about how many police are needed and what their educational backgrounds should be, Foster added, and universities should not be left in the dark about what is expected of them.

"Each university should have some kind of expectation of what they should do, given their overall role in the state scheme of things — whether they need to turn out baccalaureates, masters, doctorate degrees or whatever. It becomes more systematic that way, and you can assign priorities for funding in response to planning rather than a response to politics," Foster observed.

The current legislation appears to address some of the problems that arose during the heyday of LEEP, others said. When LEEP was at its peak — providing access to higher education for tens of thousands of police officers nationwide — few universities offered little more than token law enforcement curricula. That allowed fly-by-night private programs to spring up, and encouraged abuses of LEEP monies, Lynch noted.

"There was no quality control of the for-profit institutions who jumped into the field and sold credit," he recalled, adding that, at the time, one New York

City school offered 12 credits to officers who attended a one-night class of two or three hours in length. "Officers would go one night a week and get full-time LEEP money," he recalled.

"Quality control has to be maintained because under LEEP, shoddy, shyster groups jumped up," Lynch added. "I think any new colleges or universities who jump into the field should be carefully scrutinized to make sure they meet accreditation standards and to ensure they're not ripping off taxpayers and the police themselves."

"We have to be very careful not to have a replay of LEEP, when money became available at a time when there were very few criminal justice programs," said Lawrence Sherman, a University of Maryland criminologist. "A lot of programs were created overnight with adjunct faculty just to get LEEP money."

Sherman was the lead author of the 1978 book, "The Quality of Police Education," an analysis of findings by the National Advisory Commission on Higher Education for Police Officers. The commission had been empaneled by the Police Foundation to assess LEEP and other police education programs.

In the quarter-century since LEEP's creation, the associate degree programs that constituted the most advanced law enforcement education offered at that time have evolved to bachelor's, master's and doctoral programs, Sherman and Lynch concurred.

"Twenty-five years later, we've got a mature set of criminal justice programs around the country at the undergraduate and graduate levels that are ready to absorb those students with no diminution in quality," said Sherman.

Foster agreed. "The field is much more mature as an academic pursuit, and the academics who are now working in the field have a very clear understanding of what they should be doing in terms of preparing people to go into law enforcement."

Most of the concerns of those interviewed by LEN revolved around the Police Corps — particularly the issue of how to retain the officers once they complete their four-year service commitment. Most agreed that rookie cops need four to five years "just to get their wings," as Lynch put it. "You're losing the person just as they become seasoned," he said.

James Stinchcomb, director of the School of Justice & Safety Administration at Miami-Dade Community College, which provides pre-service and in-service training for many South Florida law enforcement agencies, noted that the officers who benefited from LEEP were those "who studied part time, got promoted — and remained in the business."

Stinchcomb added that he was gratified that the Police Corps program, as currently written, provides that 10 percent of the participants can have some prior law enforcement experience. "I really like that because that's where you get your management. You take some of those and move them from the associate to a baccalaureate on a leave of absence and you've got the equivalent of a fast-track system."

Sherman, who has long opposed the formation of the Police Corps in favor of providing police agencies with more crime-fighting resources, called the \$100-million program a tremendous waste of money because of the likeli-

hood that many Police Corps participants will not stay in law enforcement.

"I think the idea that policing is something you do for a few years when you're young, and then go on and pursue a 'real' career, is highly objectionable," he said. "We have a constant public safety problem in this country that requires dedicated professionals with very high levels of experience to pursue a lifelong career. It's ridiculous to create a program that has incentives for people to work for four years and then leave. It cheapens and demeans law enforcement as a lifelong career."

How might the Police Corps funds be put to better use? "I'd rather spend that on cops getting guns off the street," said Sherman, who is currently chief criminologist for the Indianapolis Police Department.

Stinchcomb, who conferred with Attorney General Janet Reno on earlier drafts of the educational components of the bill, expressed concerns about how Police Corps participants will be screened and what effect peace officer certification programs like those in at least 10 states will have on the program. "The state will just have to do some heavy-duty screening," he said.

It is unclear how the program will be melded into established local hiring procedures, particularly those which employ Civil Service tests, he added.

"You can't really envision a department agreeing to take somebody on for years hence," he observed. "It sounds like great planning, but they don't do it that way. And it would be pretty hard for the Civil-Service system to give tests to people who are 17, 18 years old for four years hence."

"This may very well bring about the concept of a statewide exam. That would be the way to get a pool [of qualified Police Corps graduates]," said Stinchcomb.

Nearly 80 percent of all applicants to Miami Dade's pre-service program are turned down because of prior drug or traffic violations or bad credit, said Stinchcomb. Similar results can be expected in the Police Corps program, he predicted, so maintaining a participant's integrity during the four-year college period might prove to be a problem, especially since the legislation calls for participants to be selected and assigned to police agencies before they begin studies.

"That's probably the most serious concern I have — that four-year gap," he said. "You can imagine a hypothetical situation of an 18-year-old who looks like a really good candidate, getting in, then coming out at 22 and having difficulties getting hired because of bad driving, credit or drug records. I have some concerns about how we're going to control that because those are high-vulnerability years, especially if you're living in a campus dormitory."

Training for Police Corps participants should be provided in the final semester of college, and not in two eight-week blocks during the summers between the student's sophomore and senior years, said Stinchcomb.

"I'd rather see the final semester devoted to academy," he said. "You'd get some credit, get your skill training and then you can pass the state exam and go to work. That to me is ideal — get a baccalaureate degree, walk across the stage, be handed your state certification and the chief is waiting to hire you. Now there's a plan."

## Educating for justice: how they'll do it

(The following are the main provisions of Title XX of the Violent Crime Control and Law Enforcement Act of 1994, authorizing the establishment of a national Police Corps and a scholarship program for in-service personnel and students who plan to pursue law enforcement careers.)

### The Police Corps Act

— Establishes the Office of the Police Corps and Law Enforcement Education under the auspices of the Justice Department

— Requires states that participate in the Police Corps to designate a lead agency to coordinate the program. Directors appointed to the lead agency will coordinate a state plan for implementing and maintaining the program

— Scholarships of up to \$7,500 will be awarded to participants who agree to work in a state or local police force for at least four years after graduating from an institution of higher education. Students pursuing courses "during substantially an entire calendar year" may be eligible for \$10,000 in assistance annually. Scholarships will be awarded to those attending four-year institutions, and may not exceed \$30,000

— Participants who fail to meet service requirements must repay all of the scholarship plus 10-percent interest. If the participant is unable to repay "because of a physical or emotional disability or for good cause," community service may be substituted for repayment

— Dependent children of current law enforcement officers or those killed in the line of duty, who are not themselves in law enforcement or participants in the Police Corps program, will be eligible for scholarships "for any course of study in any accredited institution of higher education."

— Police Corps participants will be selected on a competitive basis

— Participants must meet requirements for admission as a trainee of state or local police forces; possess necessary physical and mental skills to carry out the duty of a law enforcement officer; "be of good character and demonstrate sincere motivation and dedication to law enforcement and public service"; sign an agreement to serve in a local or state police force after finishing a four-year course of study and before beginning graduate studies.

— Five years after enactment, up to 10 percent of Police Corps applicants will be allowed to have had some law enforcement experience or have "demonstrated special leadership potential and dedication to law enforcement." Prior law enforcement experience will not be counted toward the four-year service requirement

— The director of the Office of the Police Corps will devise training for participants. Programs will be carried out at three training centers established for that purpose, or by contracting with existing facilities.

— Participants will attend two eight-week training sessions — one during the summer between the sophomore and junior academic years, and another during the summer following the junior year. This basic law enforcement training is not to exclude further training from the agency to which the participant is assigned. Additional training will be counted toward the four-year service requirement. Participants will be paid during training

— After completing the four-year educational course and Police Corps training, participants will be sworn in as members of the police forces to which they were assigned pursuant to the state Police Corps plan. Participants who are laid off may be assigned "alternative law enforcement service" by the Director.

— States will assign Police Corps participants to areas "where there is the greatest need for law enforcement personnel" and where they "will be used most effectively." No more than 10 percent of all participants may be assigned each year to state law enforcement agencies. Participants will be assigned near homes, if possible. No assignments will be made to departments whose size has declined by more than 5 percent since June 21, 1989, or has members who have been furloughed. Police Corps members will receive the same pay, benefits and rights as their fellow officers

### The Law Enforcement Scholarship and Recruitment Act

— Eighty percent of allotments of scholarship funds will be made on the basis of the number of law enforcement agents in each state compared to the number of law enforcement officers in all states, with 20 percent made on the basis of a law enforcement personnel shortage

— Provides scholarships to in-service law enforcement personnel to seek further education or provides funds for student employment — full-time during the summer or part-time for a period not to exceed a year

— Scholarships will also be provided to students who are juniors or seniors in high school or are enrolled in an institution of higher learning and "who demonstrate an interest in undertaking a career in law enforcement" and do not currently hold a law enforcement position

— Scholarships are to be used for educational expenses at an institution of higher learning and may be used up to one year after being awarded

— Those employed in law enforcement for two years immediately preceding the application are eligible. Law enforcement personnel will not be eligible for the student employment component of the act

— Priority will be given to "members of racial, ethnic or gender groups whose representation in the law enforcement agencies... is substantially less than in the population eligible for employment in law enforcement" in that state.

— Those receiving scholarships will be required to work in a law enforcement position for one month for each credit hour for which funds were received — a period of not less than six months nor more than two years. Participants failing to meet program guidelines will be required to repay the entire scholarship

Chief who?

That was a question posed often by San Franciscans in the early years of the 1990's, when the Police Department went through five police chiefs in less than 18 months. First there was Frank Jordan, who retired from the department in 1990 to launch what proved to be a successful campaign for mayor. He was succeeded by Willis Casey, who in short order was replaced with Jordan's hand-picked candidate, Richard Hongisto, a former Cleveland police chief and San Francisco city supervisor. Hongisto's term lasted a mere 45 days—he was fired by Jordan amid an uproar over the seizure of a local gay newspaper that had lampooned him in its cover. Deputy Chief Thomas Murphy, a 29-year veteran, took the helm as acting chief. Then, in November 1992, in a move that took most San Franciscans by surprise, Jordan plucked a relative unknown—24-year veteran Anthony Ribera—as Hongisto's replacement. Murphy, whom most observers had seen as a shoo-in for the chief's job, promptly tendered his resignation.

Now, nearly two years into his tenure, the 49-year-old Ribera seems to have made strides in stabilizing an agency whose frequent changes of leadership began to erode morale. "The situation created a lot of animosity," he admitted during an interview with LEN that took place in his office overlooking the East Bay in mid-August. One of Ribera's first acts was to kick-start a community-policing program that included a decentralization plan designed to give the agency's 10 district captains more autonomy, while at the same time moving the emphasis on authority away from the chief's office.

I clearly stated that the department was run by its 10 district captains, who are responsible for crime control in San Francisco," Ribera said. Did the move have the desired effect of improving morale? "I base officer morale on productivity," Ribera said. "Crime was down 11 percent last year, and 15 percent so far in 1994. I would say that's a good indication of where officer morale stands at this point."

The first Latina to head the department, which boasts 1,850 officers and a budget of \$196 million, Ribera has been less successful in achieving one of the primary goals he set when he took office—adding more women and minorities to the force to comply with a consent decree that has been in effect since 1979. Ribera points out that a residency requirement limits the pool of recruits from which new recruits can be drawn, and says he may seek legislation to extend the residency district beyond San Francisco County.

In his off hours, Ribera pursues his passion for baseball, coaching a Little League team that includes his 12-year-old son. He laments that the Major League Baseball strike has left him missing "a baseball fix really bad" and he misses the frequent outings to Candlestick Park to watch his beloved Giants in action. But he says he's extremely happy that the Giants have decided against a proposed move to St. Petersburg, Fla., and will stay in San Francisco. "Our Mayor saved them," says Ribera, with a hint of relief in his voice. "It's a great thing that he did for our city. I'll tell you."



A LEN interview with

## Chief Anthony Ribera of San Francisco

**"It's just a very scary situation for the young people in our community. Where in our generation, violence was a punch in the nose, now it's a bullet in the chest."**

Law Enforcement News interview  
by Jacob R. Clark

**LAW ENFORCEMENT NEWS:** You became chief amid a fair amount of internal turmoil, with the department having gone through several chiefs in about a year and a half. Did those frequent leadership changes cause an erosion of morale? What steps did you take to end the perception that the entrance to the chief's office was a revolving door, and to improve morale?

**RIBERA:** The situation created a lot of animosity. So I began by stabilizing the administration and by clearly stating that the department was run by its 10 district captains, who are responsible for crime control in San Francisco. The decentralization of the department was also compatible with the concept of community policing. That started before I became chief, but I expanded it to a department-wide philosophy to be administered by the 10 district captains. If the captains were unresponsive to the citizenry, then the chief gets the calls from the community. Taking the focus away from the chief's office and putting it on the captains has improved morale among officers. I base officer morale on productivity. Crime was down 11 percent last year, and 15 percent so far in 1994. I would say that's a good indication of where officer morale stands at this point.

**LEN:** Press reports at the time of your selection mentioned your lack of street experience and tended to paint you as a "financial expert" and an upper-level bureaucrat. What did you do to show officers and citizens that you were in touch with what was going on the streets? Conversely, how has your financial expertise benefited the department in a time of fiscal austerity?

**RIBERA:** I've spent about 14 years on the street. I've worked the street, the tactical squad, and in eight of 10 district stations. I was born and raised in San Francisco, so I know the community very well and have a close, working relationship with the city's various communities. I used to ride the back of the wagon through some of the toughest beats. So I think my experience shows that I am in touch with what's going on in the streets. The three years I spent in the budget office were extremely valuable to me. There, I found out that if you don't know what you're talking about in City Hall, you'll get your lunch taken away from you.

### The mechanics of diversification

**LEN:** Also, at the time that you stepped into the job, you said you would increase efforts to attract more minorities and women to the department, particularly to the upper ranks. How well have you been able to achieve that goal?

**RIBERA:** Extremely well, except for one lieutenant's exam when the number of minorities was lower than it should be. I appointed an African-American as commander and have reinstated a Latino as deputy chief. Those are appointments I have control over. I expect to promote six captains and eight lieutenants in September. No female captains yet, but I'm hoping I can have some major improvement in September. We are under a Federal consent decree, so I don't have any unilateral authority to do it. Plus, I must also comply with the restrictions of the banding process, which involves a mathematical formula for ascertaining what scores are relatively equal in a test. It's perhaps similar to the margin-of-error that pollsters do. On our promotional lists, they're done on a 1,100-point scale. The band, which has been approved by the court and submitted by psychometrics experts, is 105 points. So what it is saying is that

# "There's some misconception about psychological screening out there, that it relates to the mental stability of the candidate. It's more of a psychological profile about the chances of being a successful police officer, more of a predictor of success."

Nos. 695 to 800, in a 105-point span, are relatively equally qualified. We can screen those individuals further to select from them without regard to their order on the list. I can take a look at those 105 and make a decision as to which ones I think are ready to get promoted.

The consent decree has identified a number of things which should be used in that decision. Although the decision is ultimately mine, we look at ethnicity, length of service, gender, training, education—most of the things that I think would be common in any promotional process. Basically, what we do is a résumé review and allow the officers to come in and discuss the review. It's not an oral interview because they've already done that. It's simply giving them the opportunity to clarify any questions regarding the résumé or enlighten us about it. For example, somebody may say they took courses at John Jay College, and our evaluators, being from California, may not know anything about John Jay College, so they would ask about that. Then what we do is come up with a group that's the most qualified.

**LEN:** The Federal consent decree was imposed on the department almost 15 years ago. What is the status of the decree at this point, and how well is the department meeting its provisions? Has a residency requirement hampered your efforts?

**RIBERA:** Our consent decree calls for a hiring of 50 percent ethnic minorities, and 20 percent women. It also calls for a final goal of 45 percent ethnic minority representation in the department. In terms of complying with it, I think right now we're somewhere around 36 or 37 percent minorities, so we still have a way to go. Because of budget constraints and slow hiring, the residency requirement did not pose significant problems for us. But we're going into a mode of accelerated hiring for the next couple of years, and I think the residency requirement will be a real hindrance to achieving our goals. I'm going to recommend to the parties to the consent decree that we go to the nine Bay Area counties. Right now, with my hiring plan for this fiscal year and the current projections from my recruitment and retention unit—I'll be lucky if I meet the hiring plan for the year and have enough women to meet the 20-percent goal.

What I'm planning on doing is giving another test, probably in the early spring, and I would hope that by then the residency requirement would be relaxed. That would have to be approved by the parties to the consent decree—the U.S. Attorney, the Officers for Justice, which represents primarily ethnic minorities in the department, the Police Officers' Association, which is the primary bargaining agent, and a number of other minority groups that participate. If we get consensus, the judge approves it. If we don't get consensus, then we have to go before the judge to argue our opposing sides. Obviously, the goal is to get consensus so that we don't have to get into a full-blown battle because then appeal rights and everything else comes into play. I have to give a test in the spring. If I went to court and win, they could appeal it and get an injunction, and I'd never be able to hire anybody for a year or two anyway. So it's self-defeating. We really have to strive for consensus.

## Psych job

**LEN:** We've seen reports claiming that the department hired as many as 40 recruits who had failed pre-employment psychological exams, and that several of these officers have since been accused of misconduct—even criminal acts. What steps have you taken to address that situation? Have the provisions of the consent decree put the department between a rock and a hard place when it comes to tackling this situation?

**RIBERA:** First of all, the media has not accurately reported that. They had no knowledge of any psychological failures getting into disciplinary problems while in the Police Department because that information is sealed. It's speculative that these people have failed psychologicals.

The fact of the matter is that psychological evaluations are done with an academic rating—A, B, C, D, or F. We don't take F's under any circumstances. However, F's are entitled to an appeals process where another psychologist contracting with the city evaluates them, and they may override the first psychologist. If they appeal and get an override, that means that the city's psychologist is saying they are not "F-psych's."

We do take some D's under extenuating circumstances, and those extenuating circumstances are usually things that come out in the background investigations that lead us to believe that the candidate is a good risk, such as employment history, academic background, and just basic life experience. We've had some "D-psychs" who have spent four years in the military with outstanding records, achieved some academic degrees. It weighs heavily against them if they're a "D-psych," but it doesn't absolutely eliminate them. The "F-psychs" are eliminated unless they win the appeal.

I've had staff members studying this, and we have yet to prove conclusively that there is a link between low psychological profiles and disciplinary problems in the department. That's not to say it

doesn't exist; we just haven't been able to show it as yet. We do know that we've terminated "A-psychs" for disciplinary problems.

There's some misconception about psychological screening out there, that it relates to the mental stability of the candidate. It's more of a psychological profile about the chances of being a successful police officer, more of a predictor of success. Let's face it. There are a lot of real squared-away people out there who are not suited to being police officers. That doesn't make them psychologically goofed up, and it doesn't make them problem people; it just means that they're not suited to being police officers. And that's what the psychological profile tries to do—determine if someone is suited for police work. Police work is a unique profession where we're constantly confronted with violent situations. I have always felt that one of the great factors in job-related stress was getting into a job that one isn't really suited for. You find one common denominator with all highly productive police officers: They all love the job.

**LEN:** What is the department's policy on an applicant's past criminal history and drug-use history?

**RIBERA:** It's very, very restrictive. Of course, any felony arrest automatically eliminates you. For admitted drug use—well, don't quote me on the years. [It's five years prior to employment for virtually all drugs, according to Sgt. Ed Jeter of the Recruitment Division. Heroin use is an automatic rejection.] It's a pretty tight policy, but on the other hand, I think we have to realize that society has changed considerably. I cannot judge today's young people on the standards of my generation. I've never even known anyone in my personal life who's used cocaine. That's not the way it is in the inner city today. When I was in college, I knew some people who smoked marijuana but on a very limited basis. But now, drugs are

tion of Manhattan, and we have 730,000 riders a day. Most people in San Francisco do not live more than two blocks away from a MUNI bus stop.

**LEN:** Are you going to be increasing the number of officers who patrol the buses?

**RIBERA:** Yes. They ride them in uniform, they do undercover operations, and our foot beat officers are required to ride the bus at least once during a 10-hour shift. We put a captain in charge of the MUNI Transit Unit, upgrading it from a unit to a company and increasing the number of officers assigned there from 33 to 50. We're taking a much more proactive approach. Those who creating havoc on the MUNI system are going to have to pay the price.

**LEN:** In the late 1980's, the department won some technology awards for a computer-aided deployment system designed to ensure that officers were available at the times and places they were needed most. Is that still in use?

**RIBERA:** We are still using it, but like a lot of technology, people looked to it as a panacea to deal with all of our problems, and it's not that. Some of my predecessors gave it such a high profile that it became the tail that wagged the dog. The fact of the matter is that we still have to control what our officers are doing on the street, and what CAD did was to prioritize responses for calls for service, and response time—to the detriment of crime prevention and enforcement programs and community policing. So now we're trying to modify it so we can do the things that we have to do.

We now have what we call A, B, and C priority runs, and the great majority of our runs are C priority—minor disturbances and so

## "I've always felt that we could send a tactical operation anyplace and eradicate crime while we're there. But we can't stay there forever."

much more prolific in our society; firearms are much more prolific in our society. I never knew anybody who carried guns around when I was a kid. Now, guns are common in high schools. Things have changed. It's a lot tougher for youngsters growing up today.

## Top priority

**LEN:** How would you characterize your philosophy of policing? You've mentioned community policing so I assume you're an advocate of that strategy. Do you draw ideas from the rank and file when you're formulating policies?

**RIBERA:** Just to give you a brief overview, the first thing we did when we came in was to say that our No. 1 priority is controlling crime in San Francisco. Controlling crime involves prevention and apprehension. We made that clear on every piece of literature that we put out, in everything we said to our training classes, whether it was community policing, investigations, whatever it was. Crime control is our No. 1 objective. The other thing is giving the district captains the responsibility for crime and the support that they need. We've told the district captains that they have to get their community policing officers involved in our enforcement programs. Districts are constantly creating enforcement programs to deal with crime in their district. Every month, we choose one district for a total resource commitment and enforcement project. In September, we're doing an enforcement project in the Mission District. Not only is the Mission District going to have its complement of officers who will be the key players in the enforcement, but they're also going to have a saturation of vice officers, they're going to have a saturation of narcotics officers, a saturation of tactical squad officers. If you're a criminal in the Mission District in the month of September, and you're active, chances are you're going to go to jail.

**LEN:** What do the officers do as part of their commitment part of the project?

**RIBERA:** The basis of our community policing program is to get the community involved in helping us come up with long-term solutions to crime problems. I've always felt that we could send a tactical operation anyplace and eradicate crime while we're there. But we can't stay there forever. So our goal in all of our enforcement programs is to get significant community participation and support in the hopes of long-term solutions. We've been pretty successful in most areas of San Francisco. Right now, the two most difficult areas that we're going to be focusing on over the next couple of months are public housing and MUNI Transit, our city bus system. Our city bus system carries the most riders per square mile, with the excep-

tion. Some of the C priority runs are in-progress things. You may call at 3 o'clock in the morning to complain about a neighbor's loud stereo. We want to continue to respond to the in-progress C priorities. We're trying to divest our patrol units of having to make runs for those not in progress. People who want to make a report for a C priority will do so either by coming to a station and making a complaint, or using Teleserve, which is a program we instituted last January in which you can phone in an incident report. We have a mail-in report system, and you can also make an appointment with your beat officer to have him come by at a mutually convenient time. So the idea is to free up the patrol units.

## Support system

**LEN:** Are there certain conditions unique to San Francisco that either help or hinder the department's objectives, or otherwise affect the ability of police to carry out their duties?

**RIBERA:** The important thing is to get support from the community and the political establishment. I think we get a great deal of support from the community, and over the past couple of years, we've gotten a great deal of support from the political establishment. Our Mayor, Frank Jordan, is very supportive of the department. The president of our Board of Supervisors, Angela Alioto, is very supportive of our department. Generally speaking, the support is there. Historically, before I was chief, there were times when the then-chief did not have that type of support from the political establishment. I would envision this job being much more difficult than it is if I did not have the support from the Mayor that I have.

**LEN:** Mayor Jordan, of course, once headed this agency. How would you characterize your working relationship? Does the Mayor leave the running of the department in your hands or does he feel free to make suggestions?

**RIBERA:** The first thing you have to understand is that Mayor Jordan and I have been friends for 26 years, and we have a close personal relationship. We frequently talk informally. We frequently travel to Washington and Chicago together. He's very interested in the department, and we do talk about department issues on a regular basis. I don't think he's ever tried to assert inappropriate influence, and I do not feel like he is trying to run the department. I feel he's very supportive of my running of the department, but he's also supportive in that he has a great deal of expertise and knowledge of what's going on in San Francisco. We discuss issues and enforcement projects all the time. He's active in police affairs but not to the

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# LEN interview: SF Chief Anthony Ribera

## Ending the pattern of a revolving door to the chief's office

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point of interfering. It's clear to everybody that I run the department, and he has made that statement publicly. For example, I have two captains who have been charged with misconduct. The Mayor would never interfere with anything like that. I need his support and involvement in interagency programs, since I can't tell the directors of other city agencies what to do. Mayor Jordan can. He's been very helpful in that respect, but not in an inappropriate way.

### Handling the homeless

**LEN:** What are the department's practices and policies in regard to the homeless? Some businesses have posted notices of some kind of agreement with the Police Department whereby...

**RIBERA:** That tells the homeless that a citizen's arrest card is on file with the department, so if the police go by when the business is closed and people are sleeping in their doorway, they can be arrested. The homeless population of San Francisco has become very high over the last couple of years. We had a lot of homeless people living in doorways of businesses. They would use it not only to sleep, but they'd go to the bathroom there and eat there, so that when the merchants would open the store in the morning, it would be a cesspool. This is one method we're using to control that.

We have a high-profile program in San Francisco called the Matrix Enforcement Program, which was initiated by Mayor Jordan in August of 1993. It's a multidisciplinary program that includes the Department of Social Services, the Department of Public Health, substance-abuse outreach workers, and others. Matrix enforcement deals with quality-of-life issues in San Francisco, specifically from a law enforcement perspective — street crime, including misdemeanors such as aggressive panhandling, graffiti, public drunkenness, things of that nature. But it also has a social services component, where the Department of Social Services and the Department of Public Health go out in teams with police officers to do outreach work for the homeless and folks with substance abuse and mental health problems. We've been doing that for a year and we've had a great deal of success.

**LEN:** What is the city's estimated homeless population?

**RIBERA:** That depends on who you're asking. Our officers do a weekly citywide count on Wednesday nights. We average about 300. Homeless advocates will probably tell you there's about 10,000, and the Mayor's office will say that there's about 3,000. I think that on any given night, there's probably about 2,500 in the city — and that's down considerably from what it used to be. There's a whole lot of different things being done by different city agencies that have been having an impact. The Police Department is not in the business of dealing with homelessness per se. We deal with street crime, and, of course, homeless people commit a percentage of the street crime in San Francisco. So our involvement is dealing with the street crime aspect of it, and also facilitating the other city agencies. Certain parts of the streets of San Francisco get hit hard after dark. The social workers and mental health outreach workers need our support, and of course, we give it to them. But it's important to realize that we don't do their job for them. We're mutually supportive, but we don't expect them to be cops and I don't think they expect us to be social workers — at least I would hope not.

**LEN:** Do you work with other police agencies in the Bay Area to deal with the homeless problem? Is there displacement?

**RIBERA:** Some of my peers in police administration accuse me of sending some of our homeless their way, but that's not really the case. I think when you're talking about any enforcement project by the police, there is some relocation by individuals because of that enforcement effort. We've been aggressively enforcing the law relative to street crimes, and I think because of that some people have relocated outside the city. I talk to the chiefs in the Bay Area on a regular basis, both formally and informally, and we compare notes. There's really nothing in terms of homeless relocation that I can do for them if people decide to leave San Francisco.

### A man & a Mission

**LEN:** The Police Department has had a sometimes-contentious relationship with the city's large gay community. What has been done to improve that relationship?

**RIBERA:** I think that one of the positive considerations of my candidacy for the position of chief of police is that I have a long-established, positive working relationship with the gay and lesbian community in San Francisco. I worked in the Mission District, which includes the Castro [a predominantly gay neighborhood], as a lieutenant for five years. I've had an extremely close working relationship with not only the community in general, but with many

of the organizations. I've been the operational commander of Halloween in the Castro for eight years. That's one of the biggest events up there. We've never had a community vs. police problem in all the time I've worked there. I think the community knew they had a good working relationship with me, and that was a positive.

The Mission has a large percentage of our gay and lesbian officers, and I had an excellent working relationship with them. We do have a number of gay officers who work in the predominantly gay neighborhoods, but we don't force the issue, just as we don't force African-American officers to work in African-American neighborhoods or Asian-American officers to do the same in their community. I think we have a significant number who choose to work there, and they do an outstanding job. We also have a number of heterosexual officers who are very sensitive to the gay community, and have successfully worked in that community for a number of years.

**LEN:** There are a number of signs in the Castro that say, "We support Patrol Specials." What's that all about?

"Social workers and mental health workers need our support [in dealing with the homeless], and we give it to them. But we don't do their job for them. We don't expect them to be cops and I don't think they expect us to be social workers — at least I would hope not."

**RIBERA:** Patrol Specials are basically private security folks, but they're licensed by the Police Commission and they can buy and sell their beats under the direction of the commission. It's very valuable to them to own a beat where there's a lot of security concerns, a lot of potential business. Private security companies are now getting very involved in the same sort of thing, but they're not controlled by the commission. There's some debate — and it's a complex issue — over who has the right to work in certain areas. You're limiting one group's rights if you take one side or the other. There's going to be some hearings coming up before the Police Commission within the next couple of months regarding the patrol specials. My understanding is that in the Castro, the guy who owns the beat up there is very good. He's supported by the community because he does such good work, and I think that's kind of what's going on up there.

**LEN:** So the Patrol Specials involve the businesses in an area getting together to hire some outside agency that has approval from the Police Commission to...

**RIBERA:** What he'll do is, if you own a business, he'll go around and introduce himself and say he owns the Patrol Special beat there. He'll say he will provide security, and will come by and check the business at such and such a time. If there's a break-in, he'll make sure the business is secure. He will personally contact the owner. It's primarily nighttime security. They do some door-shaking and things of that nature. Most of them have been around for quite a while. The commission is going to be making a decision on it shortly, and whatever decision the commission makes, the other side is probably going to sue the commission — which, in our litigious society, is not a surprise. You make a decision somebody doesn't like you usually end up in the court.

### Keeping an eye on things

**LEN:** As you're probably aware, the New York City Police Department is rebounding from a major drug-corruption scandal, and a blue-ribbon commission has recommended the establishment of an outside monitor with wide-reaching powers to investigate corruption and oversee the department's internal affairs capabilities. San Francisco has a Police Commission which oversees department operations. Do you think such boards are effective in rooting out corruption and providing general oversight on the department?

**RIBERA:** With my limited knowledge of what's going on in New York, this would be a task-specific board to deal with these problems. All of the departments in our city have commissions. The system was set up in 1932 for civilian oversight of city government in San Francisco, and it's worked very, very effectively. The Police Commission oversees the management of the department, and all major policies of the department are cleared with the commission. That's not to say that if there was a perceived corruption problem, that the commission could not directly oversee an investigation. But that hasn't really happened.

When we have problems — whether it be police misconduct or affirmative action — the president of the Police Commission will designate one of the five members to work as a liaison with the department. I work with that commissioner to keep him or her up to speed on exactly what we're doing so that the commission has an ongoing knowledge of how we're handling it. Since I've been chief, the commission has been happy with the way the department has handled things, and has not interceded to take charge of things. I imagine if we had a widespread narcotics problem with our officers, they would consider that.

Generally speaking, our department is only 1,850 sworn right now. I know Bill Bratton has over 30,000 in New York, so the magnitude is just awesome back there. I feel fortunate in that I'm almost small-town compared to those guys.

**LEN:** Reports in the local press have criticized the closed-door proceedings of the Police Commission, which were likened to the Star Chamber of medieval Europe. They also complained about

records being sealed so that the workings of the Police Commission were not easily available for public scrutiny.

**RIBERA:** We have here a state law called the Police Officers' Bill of Rights, which makes personnel investigations and files private. At one time there were allegations of misconduct directed at me, which the commission investigated and found unsubstantiated, and the newspapers want to see that investigation.

**LEN:** Is that the sexual harassment allegation made by a former female aide not long after you became chief?

**RIBERA:** Right.

**LEN:** Are you at liberty to discuss the incident? I believe your former aide has filed a lawsuit against you...

**RIBERA:** There's also a lawsuit filed by me for defamation of character. The commission cleared me of any wrongdoing. Anybody can file a lawsuit. I have good attorneys and I'll deal with that. But as far as my professional career goes, I have been cleared of any wrongdoing in terms of that case. There's a lawsuit and counterlawsuit in U.S. District Court, and they may take some to adjudicate. I certainly look forward to the opportunity to address the case in court.

**LEN:** How does the department handle sexual harassment? Is it very sensitive to this issue?

**RIBERA:** Very much so. In fact, we recently terminated an individual on a sexual harassment case. I think the department has been very proactive in addressing it. We have specific orders relating to it, which are quite clear about what's acceptable and unacceptable conduct. There are some members of the department who don't realize that times have changed and things they used to get away with in the old days, they're just not going to get away with it anymore. As we address some of these cases, I think that will be clarified in their minds, and hopefully they'll modify their conduct.

### A boon of a bill

**LEN:** With a new Federal crime bill having been signed, what's in it for San Francisco?

**RIBERA:** The crime bill is a tremendous boon for law enforcement, certainly in the core cities. The most important thing about it from my perspective is that the President of the United States is saying that public safety and law enforcement in the United States are among his highest priorities. He's also saying that the emphasis should be on local law enforcement. Our Federal agencies do terrific work, but the long-term impact on crime has to be done within the local communities. I think the crime bill is supportive of that.

Obviously, we hope to get some funding from the crime bill for additional police officers, and I think our extensive community-

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Cuomo:

## Tackling 'violence beyond comprehension'

By Mario M. Cuomo

Like states and perhaps nations everywhere, we in New York face formidable challenges in controlling crime and violence. We ought not to be surprised, because American society, if we are candid about it, has always been violent — more violent than most places in the world. We don't like admitting it to ourselves, but we were born in violence, and nearly severed by violence once in a civil war.

But for all of that, the violence today is past the point of full comprehension, although we do know that it's linked inextricably to one thing more than any other: drugs. The destructive effect of drugs is so pervasive that it has become obvious that despite all of our police and all of our prison cells, we can't win unless we find a way to deal with drugs.

Worse than that, it's been concluded that all the law enforcement in the world is not enough to stop the use of drugs. About five years ago, I asked the Lieutenant Governor to start at the beginning and find out everything there was to know about the drug crisis. We asked all over the world what people do with their drug problems, we tried to find out what every other state in the union was doing, to find out what was best for New York.

### Prevent, Treat and Enforce

That led us to establish our statewide Anti-Drug Abuse Council, which developed the strategy we're pursuing today, balancing intense law enforcement with treatment and prevention. We felt the country had lost too much time in pointless academic debate about which of these three was the proverbial "silver bullet." That's the politicians' cynical kind of argument, you know: "What you have to do is treat." "No, no, no, you have to do prevention." "No, that's not the answer; the death penalty is the answer." All of that is simplistic. We knew that we had to do all three, and more of all of them, and even then it might not be enough.

We've translated that understanding into perhaps the nation's most comprehensive attack on the drug problem, investing more than a billion dollars a year in research, treatment, prevention and enforcement. That's a lot of money, but let's not get confused. This is New York State, with the tenth-largest economy in the world. Our state's gross annual product is \$440 billion. We have

(Mario M. Cuomo is the Governor of New York. This article is adapted from his keynote address before the conference "International Perspectives on Crime, Drugs and Public Order," held at John Jay College of Criminal Justice in New York this past June.)

\$63-billion budgets if you include the Federal money. So a billion dollars is a lot of money, but seen in context it's not a staggering amount.

Treatment has always been a prime challenge, trying to help those who are already in trouble. The most obvious problem was that the demand for help was outstripping our ability to deliver it. But we set our priorities and we applied our resources, and today our treatment network is the largest in the nation, serving more than 100,000 people a day in drug and alcohol abuse programs. That's a lot, but we could easily do three times that and still not be doing too much.

### No One Size Fits All

We also recognize that in trying to help people break the chains of their addiction, we couldn't be

**"You don't need a law professor to teach you that if punishment is only threatened, not applied, not only does it not change people's conduct or deter them, it weakens the whole fabric of the law."**

satisfied with a "one size fits all" approach. That's why we designed programs especially to serve women and children, veterans and families. It's why we designed a massive alcohol and substance abuse program for prison inmates, the first in the country. And while helping people kick their habits is good in and of itself, we realize it's also a good way of creating a constructive alternative to prison for nonviolent drug offenders.

We have a stupid law in this state, which I haven't been able to get rid of for political reasons, that says if you're involved in a drug crime, even if you're nonviolent, you need to do time. Now the prison cell costs you \$150,000, and to watch it costs you \$45,000. If they're involved in drug crimes and they're nonviolent, the chances are they're addicted. If they're addicted, and you stick them in a cell and don't do anything but beat them up or let them beat one another up for two to three years, when they come out, they're still addicted. You might just as well leave the cell door open because they'll be back. It's inevitable, and it doesn't make any sense.

At \$150,000 a cell, let's save it for violent criminals. Give me \$15,000 dollars, which is one-tenth of the cost of building a cell and about one-third of the cost of watching it, and let me do a drug-treatment program with this person. Punish the person, no question, we must punish every

crime, we know that. But there's a more intelligent way to do it than we're doing here.

### Reaching Kids Earlier

There's something psychological and profound at work here that maybe we don't know enough about. No matter how well our treatment program is working, there's a sense of sadness about the awareness of how much better it would be if we could have kept those individuals from trying drugs in the first place. Prevention has never been more important.

As the drug problem began to spread and escalate, we learned that we had to reach children earlier and earlier in every way we could to educate them about drugs and prevent them from even experimenting. We're told that one out of every

about it. Legalize what drugs, and for whom? Crack, for my kid? Oh, no, not crack. Heroin for anyone who wants it? For my son who's 22 and has a couple of beers and is feeling good? Oh, no!

Well, then, what are you talking about? It you're talking about an environment where somebody's already addicted and you're trying to control the supply so that they can live a more decent and regular life without having to risk someone else's life, we're doing that. We've done it for years with methadone. Does it work? You can argue about it forever. Why do we keep it alive? Because it's worth doing. So if you're talking about very limited controlled situations like that, we've had some experience like that, and it's clear that it's no cure to our problem.

### Making Matters Worse

I resist any impulse to think that you can find an easy answer in legalization, it would only make it worse. The next time you hear somebody raise legalization, just keep asking them: Legalize what? For whom? Under what conditions? Under what circumstances? What bureaucracy would do it? How would it be dispensed and to whom? I think you'll find that most of the argument goes away.

We ought to be going in a different direction. We cannot afford as a society to confess that this is too much for us, that because the problem seems so hard to solve we'll just quit trying altogether.

The basic problem can't be reached with a stick or law. I'm afraid we can't solve the problem by threatening people with punishment or even punishing them. You have to do that, and you have to do it a lot more effectively than we now do. You don't need a law school professor to teach you that if punishment is only threatened, not applied, not only does it not change people's conduct or deter them, it weakens the whole fabric of the law.

Try it as a parent. Just keep telling your child, "If you don't do your homework, I'm going to deny you the use of the bike." Then he doesn't do the homework and you let him ride the bike anyway because you don't want the aggravation. Do that two or three times and they never believe you again. "Ah, the old man's not going to do anything; he just talks big." That's why we have people who are arrested 15 times before they get convicted. They know it.

### Changing the Culture of Violence

There's no doubt that we need laws and law enforcement. We have to do it better, and we're trying harder. We need prisons; I'm afraid there's no question about that. And we need to keep up with the treatment even though we're not sure how effective it's going to be. We still have a moral obligation to do that. But the basic problem is with the choices that people are making, especially our young people. There appears to be a whole culture developing where children regard the taking of life almost casually.

Kids are emptied out into the streets when they're 2 or 3 years old surrounded by pimps, prostitutes, drug addiction and gunfire everywhere. They grow up familiar with the sound of gunfire before they've ever heard an orchestra. It becomes a kind of reflex — someone "disses" you, you shoot them. You grow up watching television where you see people punching one another with their fists 15 times, and getting karate kicks, and they come back with a little bandage over their eyebrow in the next scene. The whole culture is teaching us that this kind of behavior is predictable.

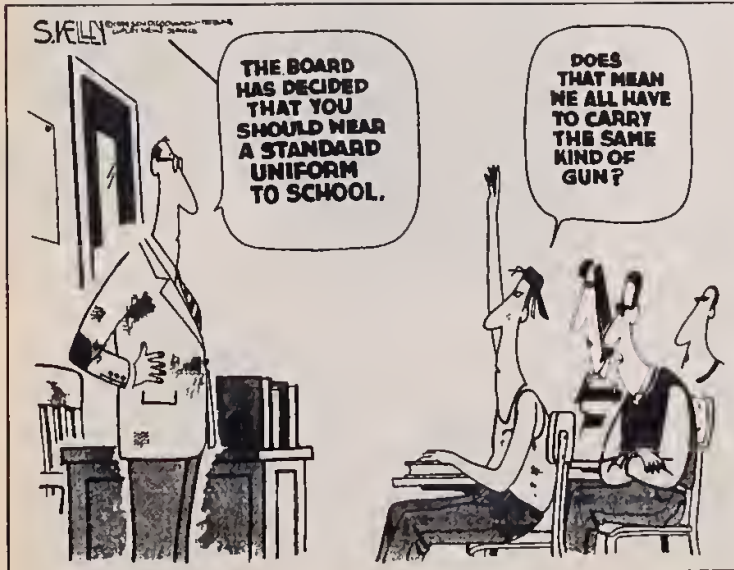
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### Give Up the Fight?

We're always going to need laws and more enforcement. Fighting drugs on the streets is a struggle that reminds us of Sisyphus trying to roll a boulder up the hill. Sometimes it seems as though we ought to give it up. We know we have to do it. We know you have to put the police out there. We know you have to try to stop the supply as much as possible. You have to punish.

Or do you? That question is now being raised in this country by a lot of otherwise respectable people. I've heard it over and over: "Didn't you try it all? Didn't you spend a fortune? Don't you have cops out there being shot at? You've done all this law enforcement. You've built more cells than anybody in New York State history. It's like prohibition; it doesn't work. Let's give it up. Let's legalize this stuff."

There's a quick, seductive logic that goes with that, and if you keep it superficial it can slide right into your intellect and rest there because of the fatigue of trying to find a better answer. So you hear everywhere: "Maybe we ought to consider choice, legalization of drugs." Well, this is like a lot of political arguments. If you leave it superficial, you get by with it. But try getting specific



### Note to Readers:

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# A PAL of long standing

After 50 years, Police Athletic Leagues are still in fashion

Talk about being in fashion! The National Association of Police Athletic Leagues is celebrating its 50th anniversary this year at a time when community policing is the catchphrase of the times. What could be more emblematic of community

## BURDEN'S BEAT

By Ordway P. Burden

policing than the PAL, which has been doing proactive crime prevention for a half-century?

In the unlikely event that LEN's readers have never heard of PAL, let's explain that it sends police officers into housing projects and other low-income areas to run sports and other activities for kids from 4 to 18 years old. The idea is to offer them constructive things to do and keep them out of trouble with the law. It has the added benefit of showing kids that police officers are people, too — not ogres whose sole purpose in life is to make trouble for youth.

As Sally Cunningham, a spokeswoman for National PAL, puts it: "We've been selling PAL as a tool for community policing for 50 years" — even if the phrase had not been coined when the PAL started. "We are not a community center that kids need transportation to come to. Police officers who are assigned to PAL go out and reach the high-risk, inner-city youth. That is PAL. That is what we're all about."

A handful of the 250 PAL chapters around the country do, in fact, have buildings, but they are rare. "We say hurray for them, if their building is in the neighborhood where the kids who need it are," Cunningham said. For the most part, such PAL centers are in somewhat more affluent areas than is the typical PAL service neighborhood.

The 250 figure as the number of local PAL chapter is misleading because some of the chapters cover very large areas. For example, on Long Island, N.Y., there are only two PAL chapters — one in each of the island's two counties — but those chapters offer activities to kids in scores of localities.

The national office estimates that PAL sports and other activities draw about 3 million kids a year. They are not enrolled as members. "We boast that you do not have to pay to

play," Cunningham said. Chapters offer a wide variety of sports and activities. Boxing has always been a big draw, and so are such major sports as baseball, basketball, volleyball, golf, tennis, and team handball. National tournaments are conducted for boxing, baseball, basketball, archery, golf and tennis.

In recent years there has been an effort by many chapters to enroll more girls. Although the national office has no solid figures, Cunningham guesses that more than one-quarter of PAL's youthful participants are girls. "We've made a big push to get more girls involved," she said, "because obviously girls are out there committing crimes just as the boys are."

Today, girls' basketball is big in PAL programs, and there is also a boom in softball and double-Dutch rope jumping. For the first time this year, girls will be competing in their own division of PAL's boxing championships, to be held in Kansas City, Mo., Oct. 23-28.

All told, PAL chapters offer more than 100 sports and activities. Some have programs in karate, flag football, soccer, bowling and roller-skating. A few have football teams and track and field teams. In the non-sports field, various chapters offer arts and crafts, baton twirling, tutoring, remedial reading, computer programming, stamp collecting, hiking, and gardening. The New York City PAL conducts annual art and essay contests for the city's children. In some chapters, the activities are so broad that they call themselves Police Activity Leagues, although not with the enthusiastic blessing of the National PAL, which prefers the traditional name.

Each local PAL chapter is autonomous. It must raise its own funds for equipment and other costs, usually doing so from fund-raising events and contributions from corporations and local businesses. The chapter's director is usually a sworn police officer assigned by the department's juvenile division or community services unit. In a few cases, the director is a retired officer. The National PAL is basically a resource center, helping to organize new chapters and arranging for discounts on equipment. The national office also offers accident, medical and liability insurance at rates that would not be available to individual chapters.

The first Police Athletic League was started in 1936 in New York City. The story is that a gang of delinquents was harassing

a storekeeper and one of them threw a rock through the store window. Police Lieut. Ed Flynn investigated and heard one delinquent say: "Man, we ain't got no place to play — nothin' to do. The cops hassle us. We can't even play baseball." The speech may sound a bit unlikely. Did kids in the 1930's start their sentences with "Man"? And did they have "hassles"? Nonetheless, the sentiment was real, and Lieutenant Flynn started the first PAL to meet kids' desires.

PAL chapters were soon formed elsewhere in the Northeast and Midwest. In 1944, as World War II was winding down to an Allied victory, the National Association of Police Athletic Leagues was established by six chapters — New York City, Yonkers and Nassau County, N.Y., Hoboken and Union City, N.J., and Philadelphia. Police executives who want to find out more about PAL and what it offers to youth may call (407) 844-1823, or write to: National Association of Police Athletic Leagues, 200 Castlewood Drive, Suite 400, North Palm Beach, FL 33408-5696.

While we're on the subject, the Police Athletic League and the Boys and Girls Clubs are due to benefit from the National Crime Prevention Council race and fun walk in nine cities on Oct. 8.

President Clinton will wear bib number 1 in Washington. Some 30,000 Americans from all parts of the country are expected to participate. The races are scheduled for Atlanta, Chicago, Denver, Houston, Kansas City, Mo., Los Angeles, Miami, San Francisco, and Washington.

A variety of violence-prevention exhibits accompany the races, including child identification, drug-sniffing dogs, police cars and more. Participants include the Secret Service, the FBI, the Drug Enforcement Administration, and many other Federal agencies.

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845.

Seymour F. Mollin, the executive director of LEAF, assisted in the preparation of this article.)

## From canvassing witnesses to witnessing canvases

Police artists step away from composite sketches

In a city known as one of the art capitals of the world, and with the largest police force in the United States, it might stand to reason that there are at least a few New York City officers with an artistic bent.

Last month, some of their talents were put on public display at an art gallery in midtown Manhattan that spotlighted paintings and drawings by current and former members of the Police Department's Artist Unit.

The show at the Peter Madero Gallery, which was on view from Sept. 8-24, was an attempt by Madero to put a positive spin on New York City police officers. Madero told LEN that after months of bad news about cops — allegations of corruption and misconduct, brutality, suicides — he felt it was time somebody showed the human side of police officers.

"All we seem to hear is how this one sold out for drugs, how that one was caught committing a crime, and this one shot that one," Madero said. "There's been so much bad news that I thought the police were getting a bad rap. I just wanted to accentuate the fact that police officers are human beings like everyone else. . . . People need to be reminded that they're not Robocops; they're real living, breathing, feeling people."

"Maybe somebody who walks in will come out with a better understanding of who these people are," he added.

Madero got the idea for the show after detectives from the Midtown South

A gallery exhibit intended to show police officers as "living, breathing, feeling people."

Precinct, which is located directly across the street from his storefront gallery, asked him about the value of some stolen paintings they had recovered. Madero, who says he tries to highlight artists who receive little mainstream exposure, asked them if they knew any police artists who would like having their work displayed.

"A couple of them kind of laughed, but then one told me he knew some members of the Artist Unit, and some of their stuff was really, really good," he said.

Madero contacted Officer Stephen Mancusi, a 10-year veteran of the unit, who expressed interest in the project and persuaded others to participate. Department regulations barred the gallery from showing the unit's composite work, which is most familiar to New Yorkers as sketches of wanted suspects in local newspapers, so the 50 drawings and paintings on view were done during the officers' leisure time or were privately commissioned.

The work displayed ran the gamut of artistic expression — from the real-

istic to the surreal. There were portraits drawn from life, illustrations produced for books and magazines, anatomical studies, and the artists' own experiments with different styles. All of the works were available for purchase; prices ranged from \$300 for Juan Perez's pencil drawing of jazz trumpeter Dizzy Gillespie to \$4,900 for one of Frank Domingo's "Study in Light" series.

Mancusi has sold his work to magazine and book publishers, and some of his paintings have appeared on the cover of the NYPD's in-house magazine, Spring 3100. When not on the job, he paints and draws at his studio in the Westchester County town of Peekskill.

"When you're working commercially, you have to work a little tighter," he said. "You have to approach it a certain way because they want a particular work, something very exact. When I paint for myself, I get looser."

Mancusi said police sketch artists must have "a good bedside manner" because they produce composites through interviews with victims and witnesses, some of whom are traumatized by what they've experienced or seen.

"No matter how good you are, if you're not able to deal with a witness, relax them and draw from the information they provide, you're not going to have a good composite," Mancusi said. "If you don't have that good bedside manner, you can turn someone off right away."

Frank Domingo, who retired last



"The Muster" (acrylic on canvas, by Stephen Mancusi, NYPD)

year after a 15-year career during which he produced over 2,000 composites, told LEN he was at first reluctant to participate in the show. "I'm not in the business of selling art; I'm in the business of making it. Stephen twisted my arm to come into the show. I don't normally go looking to put my stuff in shows."

Domingo's work was among the most beautiful in the show, particularly

his series of five paintings he called "Etudes (Studies) for Light," which look like stained-glass renderings of religious icons. But Domingo, who is now working as a forensic art consultant and who teaches classes each year at an art school in Scottsdale, Ariz., said the series was not an attempt to duplicate stained-glass windows or pay homage to religious figures, but simply to capture "the effect of light on glass."

# Thinking locally, acting globally

### Two views of a major new work on transnational policing & crime

## How the U.S. can respond to a basic CJ challenge

By Dorothy H. Bracey

*"Never before have U.S. foreign policy and U.S. criminal justice been so deeply entangled."*

— Ethan Nadelmann

The intersection of U.S. criminal justice and foreign policy is the subject of this remarkably well researched and often engrossing book. Nadelmann begins with the observation that modern technology makes it increasingly easy for people, materials, money and ideas to cross international borders. At the same time, national governments have assumed growing responsibility for enforcing laws in the areas of product safety, consumer protection, securities and commodities, environmental protection, patents and copyrights, and general welfare — laws frequently broken with the help of that very technology. He sees this growing internationalization of criminal justice concerns as providing a basic challenge to the state:

"[H]ow to control growing domains of transnational activities that either ignore or take advantage of national borders when the powers of the state remain powerfully circumscribed by the political, geographical, and legal limitations that attend notions of national sovereignty." (p. xiv)

This book is an analysis of how the United States Government has responded to that challenge.

The title is actually somewhat misleading. As the author points out in the excellent historical introduction, al-

## Cops Across Borders: The Internationalization of U.S. Criminal Law Enforcement.

By Ethan A. Nadelmann.

University Park, Pa.: The Pennsylvania State University Press, 1994.  
558 pp., \$55.00 (hb.), \$16.95 (pb.).

though local, state and even private "cops" (with a little help from the military) handled the vast majority of the international law enforcement activities for the first 150 years of our nation's history, by 1939 most such activities most such activities were carried out by Federal law enforcement agencies. And, in the past 50 years, the extent of such activities has increased exponentially.

Nadelmann offers a host of reasons for this growth in international law enforcement, but four are singled out. The first is U.S. leadership in the post-World War II struggle against communism, with its need to provide law and order among hundreds of thousands of U.S. military personnel stationed abroad, the addition of a police training dimension to foreign assistance programs, the investigation of violations of new laws prohibiting export of weapons and strategic technologies to unfriendly governments, and the need to prepare material for criminal prosecution of espionage activities directed against the United States.

The second reason was the growing development of technology that facilitated international transactions. Advances in computers and telecommunications presented new opportunities for sophisticated cross-border crime, but they also presented police (or at least those police willing to learn them) with opportunities for keeping track of criminals, exchanging intelligence, and building data bases.

Another reason for the growth in international law enforcement is the growth in laws defining new international crimes. Transnational money laundering, for example, was not a crime

until 1970. Other laws widened the scope of U.S. criminal jurisdiction, these included actions to criminalize terrorism and conspiracies against U.S. citizens and interests, even when such criminal activities took place abroad.

Nadelmann's final explanation for the expansion of transnational law enforcement is the continuing "war on drugs." Since this "war" has focused extraordinary resources on the foreign sources of those controlled substances most commonly consumed in the United States, it provided institutional support for the presence of large numbers of Federal law enforcement agents. Frustrated both by the success of the criminals and by the restrictions on their own power, the agents lobbied for new criminal legislation to enhance their chances of success.

Nadelmann is well-known for his work on narcotics policy and for his advocacy of drug decriminalization; he refers to this obliquely in the introduction, where he mentions his "skepticism" about U.S. drug-control policy, a skepticism that was reinforced by his research for this book. Nevertheless, he writes sympathetically of the obstacles faced by U.S. agents working internationally, obstacles such as corruption, disinterest and even hostility in the host country, as well as the problems of working as a law enforcement agent in an environment in which one has no law enforcement powers.

He analyzes with objectivity the "Americanization" of European drug enforcement, a process by which European nations, often under considerable U.S. pressure, adopted the American style of fighting narcotics. They developed specialized narcotics unit, made

use of American techniques such as "buy and bust," extensive undercover operations, electronic surveillance, plea bargaining, and the "flipping" of offenders into informants; and enacted comprehensive changes in criminal procedure law that made such operations legal in European courts. Many European nations are still troubled by these changes, in part because they are seen as succumbing to American influence, in part because they smack of the techniques of totalitarian governments, and in part because they extend the "invitational edges" of activities inviting police corruption.

Chapters 6 and 7 address more technical legal matters, including detailed

descriptions and analyses of MLATs (mutual legal assistance treaties) and avenues for extradition. Perhaps more difficult to read than the rest of the book, these chapters provide material necessary to any understanding of transnational law enforcement.

Citizens of the United States are becoming increasingly aware of how events in other countries affect them. Although the struggle against communism may be over, all of the other factors promoting the growth of transnational law enforcement continue in place. As our curiosity and concern about transnational crime and justice inevitably increase, we can be thankful to Nadelmann for a comprehensive work on a topic that has been largely ignored.

(Dorothy H. Bracey, Ph.D., is a professor of anthropology at John Jay College of Criminal Justice.)

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(Peter Horne, Ph.D., is coordinator of the criminal justice program at Mercer County Community College in Trenton, N.J.)

## The increasing criminal justice dimension to U.S. foreign policy — and international dimension to American criminal justice

By Peter Horne

Ethan Nadelmann has provided a groundbreaking treatise on a much neglected field of study, in a book that represents the first scholarly analysis of the interpenetration of foreign policy and criminal justice institutions. Tracing the historical evolution of the commingling of international relations and criminal justice, Nadelmann sheds new light on growing U.S. hegemony, especially in the emerging post-Cold War international arena.

There has always been a criminal justice dimension to U.S. foreign policy and an international dimension to American criminal justice. Of course in the United States as elsewhere in the world, the most abundant transnational law enforcement contacts have always been with neighboring countries. Nadelmann notes that over the years law

enforcement relations have been much more problematic between the U.S. and Mexico than between the U.S. and Canada, where a much more cooperative relationship has flourished.

Much of the book focuses on the ongoing international relationships between various U.S. law enforcement agencies and nations in Latin America and the Caribbean. The book carefully notes that the trend toward transnational policing has grown dramatically since the late 1960's and the creation of the "war on drugs." As a result, the Drug Enforcement Administration has emerged as the first truly transnational police organization in world history. By far the greatest number of U.S. law enforcement agents working abroad are from the DEA. Chapter five in the text focuses on the nature and extent of drug-related corruption in Latin America and the efforts of the DEA to immo-

bilize drug traffickers notwithstanding that corruption.

While some books have analyzed and compared foreign and U.S. criminal justice systems, and others have focused on American law enforcement's relationship with Interpol, this is the first work to explore the international activities of national police forces. Nadelmann clearly demonstrates that criminal justice systems throughout much of the world are evolving toward a more harmonious network of relationships, strongly influenced by U.S. pressures, models and examples. This is an important book for cosmopolitan criminal justice practitioners and scholars to read and contemplate.

# Political hacks, begone! Sheriff to oust illegally hired deputies

Cook County, Ill., Sheriff Michael Sheahan says he will launch an imminent purge of nearly 300 deputies who got their jobs through "one of the most complex corruption schemes ever brought to light in this county."

At an Aug. 25 news conference, Sheahan said he would seek to rid the 5,000-deputy Sheriff's Department of illegally hired officers who got their jobs through connections, favors or doctored entrance examinations they had initially failed. An initial group of 30 deputies Sheahan intends to fire has already been stripped of deputy status and reassigned to administrative duties while awaiting an administrative hearing, he said.

More than 400 people who failed the entrance exam or lacked the required high school diploma obtained positions as deputy sheriffs and correction officers from 1986 to 1990. About 360 remain on staff, according to Sheahan, while some have already left the department because of the ongoing Federal investigation into the scandal.

None of them are sheriff's police

officers, but instead are employed either as Cook County Jail guards or as court deputies, Sheahan said.

"The integrity of the hiring process was completely abandoned by a greedy few who took the system for all that it was worth for their own personal gain," the Sheriff charged.

Sheahan said that his office had investigated more than 100 employees over the past year who reportedly did not have high school or general equivalency diplomas, which are prerequisites for employment at the Sheriff's Department. About 50 face administrative charges for lying about their educational backgrounds or submitting false documents, he said.

A Federal investigation has concluded that test tampering was widespread under the administration of Sheriff James O'Grady, and was carried out by employees of the Sheriff's Merit Board, a five-member panel responsible for testing, investigating and certifying applicants. The board also conducts employee disciplinary hearings and oversees promotional testing.

Sheahan, who has led the department since 1990, launched the investigation into the board's hiring practices. The probe, which is being conducted by the U.S. Attorney's Office and the FBI, resulted in 11 Federal indictments against former Sheriff's Department employees, including James Novelli, a former chief investigator for the merit board, and James Hogan, who was chief of personnel under O'Grady.

Both pleaded guilty to corruption-related charges and were sentenced to prison terms and fines.

O'Grady, under whose administration the hiring scandal unfolded, has not been charged with criminal wrongdoing.

It may take months for the merit board to revoke the officers' licenses, Sheahan said, but he has gone ahead and seized the badges and guns of 30 officers. He said he will rid the department of the illegal hires in groups of 30 so as not to overwhelm the hearing process or create a personnel void that could adversely affect departmental operations.

# LEN interview: San Francisco Chief Anthony Ribera

Continued from Page 10

policing program would put us on the top of the eligibility list for that. We hope to get some training funds out of it—I'm always looking to expand our training and make our officers all the more competent. I think some of the prevention programs are valuable. Looking for long-term solutions, it can't just be aggressive enforcement. It has to be coupled with prevention and diversion programs. A police department can arrest a heroin addict every week, but if the addict doesn't get some help from the medical community, all the arrests in the world are not going to help the heroin addict with his problem. President Clinton's bill certainly addresses those concerns.

I think the assault-weapon ban is very important. We have to start taking a strong stand against assault weapons and Saturday night specials in this country, and bring some sanity to the proliferation of weapons and the power of the munitions industry in Washington. All in all, I'm very pleased with the crime bill, and I've been to Washington three times on it, and to Chicago once in support of it. I've met with President Clinton on two occasions, as has Senator [Dianne] Feinstein. She's been one of the real aggressive movers in support of the crime bill since the beginning. She also was a major player in ensuring that the assault-weapon ban remained part of the bill.

LEN: There's an assault-weapons ban in California, correct?

RIBERA: Automatic weapons are banned in California. We also have a 15-day waiting period on registration, which I think is one of the longest, but there's still a whole lot of guns on the street. Three months ago we had a second-grader, 7 years old, who had a pistol in his backpack. The concept of the old donnybrook on Friday night between young fellows fighting over a girlfriend or a ballgame is over. The loser pulls out a gun. It's just a very scary situation for the young people in our community. Where in our generation, violence was a punch in the nose, now it's a bullet in the chest.

LEN: There was a shooting last year in a high-rise office building in which several people were killed. Did you run into any problems in handling that situation? Did it prompt you to review some procedures in regard to high-rise hostage situations?

RIBERA: The focus of our response to hostage situations and barricaded-suspect situations has always been on a horizontal plane—setting up an inner perimeter or outer perimeter for one- or two-story buildings. The focus had not been on high-rises. Considering our limited training in that area, and the fact that it was a six-hour tactical operation, I think we did very well. From the time we arrived, nobody got hurt, nobody got shot, except for the suspect killing himself. So in that sense, it was a success. But it certainly did open our eyes to the need for additional training in high-rises. We've had a number of training exercises since then addressing high-rise hostage and barricaded-suspect situations. One of our big brokerage firms, Charles Schwab & Co., recently gave us their entire building for the weekend, and we did that on a multijurisdictional basis, bringing other law enforcement agencies in, bringing in college students as actors. It was very, very valuable, and we're going to continue to do things like that.

It's also helped us to recognize the importance of having a close liaison with the folks who provide security for these high-rise buildings. That is something that in the past we would have just taken for granted. We're involving them in our training exercises, and they're involving us in theirs, and I think that will be beneficial should we have a similar tragedy in the future.

LEN: The crime bill also includes a significant provisions regarding police education, and the fact that you hold a doctorate in public administration suggests that you must feel strongly about higher education. What are the department's educational requirements for officers, and do you feel that they should be raised?

RIBERA: Right now, recruits can get in with a high school diploma or a GED. I would support upgrading the standards and I also support something in terms of promotional credit for academic achievement. Just to go back to the consent decree and promotional process in the department, one of the things that really upset me on the recent lieutenants' list is that people who had performed tremendously for the Police Department were not given any credit for that performance. What we need to do in future promotions is to have some assessment of the individual based on professional accomplishments, which include Police Department and academic achievement. What I'm thinking in terms of—and of course, I don't have the unilateral authority to invoke it—is something of an exam, like we had on the lieutenants' exam, counting for 60 percent of your total score on a promotional scale, with your job performance counting for 30 percent, and maybe 10 percent for academic achievement. If you had a bachelor's degree, you'd get the full 10 points. If you had an associate's degree, you'd get five points. That way you're giving credit where credit is due.

LEN: If someone presented you with a blank check for the Police Department—no strings attached—how would you use the money?

RIBERA: I think the most significant impact I could have on crime in San Francisco would come from having additional officers. Realistically, how many could I use? Well, I have 1,850 now. I think if I had 2,500, it would be utopia. I've already met with Senator Feinstein regarding the crime bill, and it looks like we will get around 350 additional officers here in San Francisco. So I'm getting closer to utopia.

# Mexican gangs replace bikers as chief meth producers, traffickers

Well-organized, Mexico-based crime syndicates are said to be replacing U.S. outlaw motorcycle gangs as the chief producers and distributors of methamphetamine, the crystalline powder known as "speed" that is popular on the West Coast.

The shift in methamphetamine traf-

ficking patterns has been emerging since 1991, when drug enforcement agents made the first large-scale raids on clandestine laboratories run by Mexican crime groups in the sparsely populated desert regions of Southern California, according to Mike Gilbert, special agent in charge of the California Bureau of Narcotics Enforcement's Sacramento office.

The involvement of the Mexican groups in methamphetamine production and trafficking was first thought to be "an aberration," despite the fact that they had long been implicated in the across-the-border trade in heroin, marijuana and cocaine, said Gilbert.

"But a pattern started to emerge," he said, "and now 80 to 90 percent of our arrests of manufacturers and major traffickers involve Mexican nationals—and 75 percent of those are undocu-

mented Mexicans."

A raid conducted near the town of Isleton in late July resulted in the seizure of 75 pounds of methamphetamine—which sells for \$3,500 a pound, and retails on the street for \$20 for a quarter-gram—and the arrests of several Mexicans.

"Today it's the exception to see a meth lab that's run by anyone other than a Mexican group," agreed Ed Synicky, who heads the state narcotics bureau's Riverside office.

The shift "makes perfect sense for these very well-organized Mexican groups," Gilbert told The New York Times, because of their prior involvement in the trafficking of other drugs. "Moving into meth was a logical step for them. They had the organization and the labor supply."

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# Upcoming Events

## NOVEMBER

1. **Officer Safety/Survival.** Presented by Barton County Community College. Great Bend, Kan. \$34
2. **Officer Safety/Survival.** Presented by Barton County Community College. Great Bend, Kan. \$34
- 2-3. **Community Solutions to Violence in the Northeast.** Presented by the University of Vermont. Burlington, Vt. \$225.
- 2-4. **Fifth Annual International Problem-Oriented Policing Conference.** Presented by the Police Executive Research Forum. La Jolla, Calif. \$295
- 2-4. **Criminalistics for the Investigator.** Presented by Rollins College. Orlando, Fla. \$250.
- 3-4. **Police Dispatcher Training.** Presented by Law Enforcement Training Systems. Concord, Mass. \$250
- 3-4. **Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Columbus, Ohio. \$119
4. **CAS Expandable Baton Instructor Certification Course.** Presented by Performance Dimensions Inc. Bloomington, Ill. \$195.
5. **Successful Promotion.** Presented by Davis & Associates. Anaheim, Calif. \$125
- 6-10. **Child Abuse & Exploitation.** Presented by the National College of District Attorneys. Baltimore.
7. **Quik-Kuf Instructor Certification Course.** Presented by Performance Dimensions Inc. Bloomington, Ill. \$235

- 7-9. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. London, England. \$550.
- 7-9. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. Seattle. \$495.
- 7-10. **Critical Incident Management: Command Post Operations.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.
- 7-10. **Street Level Drug Enforcement.** Presented by Investigator's Drug School. Fort Lauderdale, Fla. \$125
- 7-11. **Advanced Patrol Training.** Presented by the Oakland Police Academy. Auburn Hills, Mich. \$295.
- 7-11. **Investigative Photography.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$400.
- 7-11. **Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.
- 7-11. **Police Motorcycle Rider Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$650
- 7-11. **Homicide Investigation.** Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$450
- 7-17. **Basic Crime Prevention.** Presented by the Institute of Criminal Justice Studies. Galveston, Texas. \$285.
- 7-18. **Police Motorcycle Instructor Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$1,100
- 7-18. **Traffic Accident Reconstruction.**

- Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595
- 7-18. **Advanced Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$595
- 8-10. **Street Survival '94.** Presented by Calibre Press. Myrtle Beach, S.C. \$159/\$135/\$85.
- 8-11. **Managing Field Training Officer Programs.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$400.
9. **Emergency Vehicle Operations.** Presented by Barton County Community College. Great Bend, Kan. \$34
- 9-11. **Investigating Violent Crimes.** Presented by Rollins College. Orlando, Fla. \$235
10. **CAS Expandable Baton Instructor Certification Course.** Presented by Performance Dimensions Inc. Harrisburg, Pa. \$195.
- 10-11. **Commanding a Drug Unit.** Presented by Law Enforcement Training Systems. Braintree, Mass. \$250
- 10-11. **Criminal Intelligence Operations.** Presented by Law Enforcement Training Systems. Peekskill, N.Y. \$250
11. **OC Aerosol Training Instructor Certification Course.** Presented by Performance Dimensions Inc. Harrisburg, Pa. \$195.
- 13-17. **Prosecuting Drug Cases.** Presented by the National College of District Attorneys. Orlando, Fla.
- 14-16. **Fraud Training.** Presented by the Investigation Training Institute. Houston. \$595.
- 14-16. **Firearms Alternative Survival Tactics.** Presented by Modern Warrior Inc. Lindenhurst, N.Y.
- 14-16. **Street Survival '94.** Presented by Calibre Press. Seattle. \$159/\$135/\$85.
- 14-16. **The Reid Technique of Interviewing & Interrogation.** Presented by John E.

- Reid & Associates. Salt Lake City. \$495
- 14-16. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. New York. \$550.
- 14-18. **Basic Police Juvenile Officer Training.** Presented by the Institute of Criminal Justice Studies. Austin, Texas. \$190
- 14-18. **DWI Instructor.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.
- 14-18. **Verbal Judo — Train the Trainer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525
- 14-18. **Managing the Patrol Function.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450
- 14-18. **Developing Law Enforcement Managers.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.
- 14-18. **Basic Hostage Negotiations.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500
- 14-18. **Bloodstain Evidence II.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650
- 14-18. **Practical Homicide Investigation.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$560
- 14-18. **Police Supervision.** Presented by the Oakland Police Academy. Auburn Hills, Mich. \$295.
- 15-16. **Executive/VIP Protection.** Presented by the Executive Protection Institute. Los Angeles. \$335
- 16-18. **Cellular Phone Fraud.** Presented by Rollins College. Orlando, Fla. \$325
- 17-18. **Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Orlando, Fla. \$119.
- 17-18. **Confrontational Handcuffing.** Presented by Modern Warrior Inc. Lindenhurst, N.Y.
- 17-18. **Domestic Violence/Child Abuse.** Presented by Law Enforcement Training

- Systems. Roanoke, Va. \$250.
- 17-18. **Confrontation: Violence in the Workplace.** Presented by the Executive Protection Institute. Los Angeles. \$335.
- 19-20. **Public Records Research.** Presented by the Investigative Training Institute. Annapolis, Md.
21. **Weapon Retention/Gun Grab Instructor Certification Course.** Presented by Performance Dimensions Inc. Bloomington, Ill. \$135.
- 21-22. **Corporate Aviation Security.** Presented by the Executive Protection Institute. Los Angeles. \$335
- 21-23. **Investigating & Reducing Criminal Activities of Juveniles.** Presented by Rollins College. Orlando, Fla. \$295.
- 28-30. **Drug-Trak IV Training Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395
- 28-30. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. Colorado Springs, Colo. \$495
- 28-30. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. Los Angeles. \$495.
- 28-30. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. Detroit. \$495
- 28-Dec. 2. **Police Internal Affairs.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450
- 28-Dec. 2. **Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495
- 28-Dec. 2. **Tactical Skills in K-9 Operations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495
- 30-Dec. 1. **Street Narcotics.** Presented by the Oakland Police Academy. Auburn Hills, Mich. \$90
- 30-Dec. 2. **Police Manager II.** Presented by Rollins College. Orlando, Fla. \$325

## For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

Barton County Community College, Attn: James J. Ness, Director, Administration of Justice Programs, R.R. 3, Box 136Z, Great Bend, KS 67530-9283. (316) 792-1243 Fax. (316) 792-8035

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037  
Davis & Associates, P.O. Box 6725, Laguna Niguel, CA 92607 (714) 495-8334

Executec International Corp., P.O. Box 365, Sterling, VA 20167. (703) 709-5805 Fax. (703) 709-5807.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611 (703) 955-1128.

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3030 Fax (512) 245-2834

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Investigation Training Institute, P.O. Box 669, Shelburne, VT 05482. (802) 985-9123

Investigative Training Institute, 621 Ridgely Ave., Suite 100, Annapolis, MD 21401 (800) 828-0317.

Investigator's Drug School, P.O. Box 1739, Fort Lauderdale, FL 33312. Fax. (305) 753-9493

Law Enforcement Training Systems, P.O. Box 822, Granby, CT 06035 (203) 653-0788.

Modern Warrior Inc., 711 N. Wellwood Ave., Lindenhurst, NY 11757 (516) 226-8383.

National College of District Attorneys,

University of Houston Law Center, Houston, TX 77204-6380 (713) 743-NCDA Fax (713) 743-1850.

National Crime Prevention Institute, Bngman Hall, University of Louisville, Louisville, KY 40292 (502) 588-6987

National Educational Service, 1610 W 3rd St., P.O. Box 8, Bloomington, IN 47402 (800) 733-6786 Fax. (812) 336-7790

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350 (617) 237-4724

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204 (800) 323-4011

Performance Dimensions Inc., P.O. Box 502, Powers Lake, WI 53159-0502. (414) 279-3850. Fax: (414) 279-5758.

Police Executive Research Forum, 1200 Connecticut Ave., NW, Suite 930, Washington, DC 20036. (202) 466-7820 Fax. (202) 466-7826.

R.E.B. Security Training Inc., P.O. Box 697, Avon, CT 06001. (203) 677-5936 Fax. (203) 677-9635.

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Youth Change, 275 N. 3rd St., Woodburn, OR 97071-4705. (800) 545-5736

## Needed: an all-purpose, all-out crusade against crime

Continued from Page 11  
able if not acceptable.

That's the real problem. So how do you teach people a whole new culture? How do we teach ourselves finally that we have to do something fundamentally different? We have to teach our people a new civility, a new intelligence, a new way to behave, and we have to do it in a new way, because we've tried most other things.

The only alternative I can think of is some kind of crusade that does all the things I've just described and much more, and makes much greater use of television — because television, whether you like it or not, is the principal source of instruction for young people today. Television is such a powerful teaching mechanism that it's now teaching them dope and degradation. Instead, prime-time television should be sending signals to our kids that provide good instructions on drugs, sex and the problems that we have now.

We're now running magnificent ads that a kid will see once every two weeks. Of course, if that kid sees violence in everything else, six hours a day for two weeks, and then sees this other instruction once, you have trivialized the good instruction. If these were your children, would you satisfy yourself with a little poster on the refrigerator door every

two weeks that says, "If a guy comes at you with a pipe, stay away from him. See you tonight, love, Dad." That's what we're doing with television.

The President should come up with \$5 billion and call in the networks, and

**"We ought to be able to admit that there's something profoundly wrong with us and that we have to change it."**

say, "I'm going to buy time, but I want you to match it." All the governors should do it, too. I tried to do it this year but I couldn't get the money. California spent \$14 million on television ads to get people to stop smoking, and it appears to have had a good effect. You should do it all over television, all over radio. No school should start any session without an assembly where somebody stands up and says, "Look, we love you, we gotta teach you something. You're killing one another, you're fouling it all up, you don't understand. Here are the rules."

The whole of society has to get

involved in some kind of crusade because we're old enough now as a society; we're getting past our juvenile stage as a country. We ought to be able to admit that there's something profoundly wrong with us and that we have to change it. And the only way to change it is for all of us to come together all at once, make the admission and start talking about it.

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# Law Enforcement News

Vol. XX, No. 409      A publication of John Jay College of Criminal Justice/CUNY      October 15, 1994

## Better policing by degree:



Thousands of cops and cops-to-be will soon be heading to college, thanks to a new Federal scholarship program and the new national Police Corps. In the first of a series of articles, LEN dissects the education sections of the new crime bill. **On 1.**

**Plus:** Tackling the drug plague and a culture of 'violence beyond comprehension.' **Forum, Page 11.**

John Jay College of Criminal Justice/CUNY  
Law Enforcement News  
899 Tenth Avenue  
New York, NY 10019

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